

REVISED DRAFT

LONG-RANGE LAND USE PLAN



Mayor Stephen R. Reed

CITY OF
HARRISBURG

Dauphin County, Pennsylvania

REVISED DRAFT
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INTRODUCTION

FORUM 2000

Harrisburg's *Long Range Land Use Plan*, is based on the City's continuing public and private sector participation and input. Specifically, active and productive workshops were held throughout the middle- and late-1990s with a Task Force representing the City Planning Commission, other city boards, and community members concerned with land use and development issues. The data and information for mapping and analysis were obtained from existing sources and from extensive fieldwork by the city staff and Urban Research & Development Corporation of Bethlehem, PA. The overall process was named "Forum 2000."

The resulting Land Use Plan is a broadly-focused document touching on many topics. It is not intended to be a thorough analytical study of each subject. Rather, this report draws together a wide range of concerns, challenges and opportunities and orients them towards a plan of action for Harrisburg's future as a community. The Land Use Plan integrates many subjects that relate directly or indirectly to the present and potential future use of the city's land and buildings. As such, it is a component of a larger collection of documents that form Harrisburg's Comprehensive Plan.

Above all else, though, the main mission in developing this Land Use Plan has been to create a serious decision-making tool - - a dynamic, working document representing the best single source of collective wisdom, vision and direction for an outstanding City of Harrisburg. This plan is presented with deep respect for the history and the future of the Commonwealth of Pennsylvania's capital city.

CONTENTS

The Land Use Plan is organized to be a user friendly document that is easily accessible. For individuals needing quick references to Harrisburg's broad land use vision and accompanying land use policies, parts 1 and 2 lay out information in an itemized format. The policies are broken down and discussed in simple narrative to explain how and why policies have evolved as they have.

Parts 3 and 4 provide more background information for those seeking greater depth in understanding Harrisburg's land use policies. The vision and policies grew out of this deeper analysis provided by these sections. Part 3 looks at the status of development in the city, highlighting recent accomplishments and trends. Part 4 identifies challenges and opportunities that shape how Harrisburg's future land use can and should take place.

Finally, part 5 synthesizes the previous sections and translates the goals and policies into a list of action-oriented strategies that stem from current trends and an understanding of the City's opportunities for success.

COMPREHENSIVE PLAN

Most cities have some form of a "comprehensive plan" to address long range planning. Typically, such plans focus primarily on land use issues, and for this reason Harrisburg has devoted this document more specifically to that topic. That said, any realistic discussion of land use needs to draw upon an understanding of a comprehensive set of environmental and socio-economic factors, including: transportation; housing; economic development; topography and physical environment; education; parks, recreation and open space; community facilities; downtown development; urban design; historic preservation; neighborhood development.

The Land Use Plan establishes a framework for considering these components of the urban community. Readers should also note that, rather than trying to address all of these topics in depth in one document, the City of Harrisburg considers its comprehensive planning program as a compilation of interrelated planning processes and documents including, but not limited to, the U.S. Housing and Urban Development *Consolidated Plan*, various *neighborhood action strategies*, the City's *Statistical Profile*, the forthcoming *Urban Design Guidelines*, and (perhaps most paramount) the *City Zoning Ordinance*. All of these serve as tools for implementing the Plan.

Developed and presented simultaneously with this Land Use Plan is an entirely new Zoning Code and Zoning Map. In fact, the genesis of the Land Use Plan process the recognition that Harrisburg needed a completely new and modern Zoning Code - - a Code that would encourage innovative new land use in the city and streamline the development process. In its basic framework, the Zoning Code and accompanying map translate the broad visions of the Land Use Plan into specific policies that will guide development in the years to come.

1. VISION, GOALS & CONCEPTS

PURPOSE

The vision, goals and concepts presented in the *Land Use Plan for the 21st Century* grew out the multi-year community process called *Forum 2000* (discussed earlier). The background analysis done throughout the process was thorough and, as such, is discussed more fully in Section 3 (Status of Land Use and Development) and Section 4 (Land Use Challenges and Opportunities). Meanwhile, because these statements create the theme of the document which follows, they are presented here as Section 1 in order to set the stage for what follows.

Functionally, this chapter's contents fall into three sections: 1) vision statements that portray the desired future of Harrisburg, 2) goal statements which help translate those visions into more measurable actions, and 3) concepts embodying the major policy directives and physical land use patterns that will help Harrisburg make long-term and short-term decisions consistent with the city's visions and goals. The concepts illustrated by the map on page 11 are the basis for the Land Use Policies and Initiatives (Sections 2 and 5).

FUTURE HARRISBURG

- ❑ *A SHOWCASE CITY THAT IS ONE OF THE MOST OUTSTANDING STATE CAPITALS IN THE NATION.*
- ❑ *A CAPITAL CITY THAT MAKES PENNSYLVANIANS PROUD AND THAT ESTABLISHES AND EXEMPLIFIES THE HIGHEST STANDARDS OF CITY LIFE AS A MODEL FOR ALL PENNSYLVANIA CITIES.*
- ❑ *A MID-SIZED CITY WITH A SPECIAL BLEND OF MANY SMALL TOWN FEATURES AND LARGER CITY ADVANTAGES.*
- ❑ *THE ACTIVITY HUB OF THE CAPITAL REGION THAT GIVES THE REGION A CLEAR AND POSITIVE IDENTITY.*
- ❑ *THE CULTURAL, ARTISTIC, SPORTS AND ENTERTAINMENT CENTER OF THE CAPITAL REGION AND SOUTH CENTRAL PENNSYLVANIA.*
- ❑ *A MODERN DAY EMPLOYMENT CENTER FOR TRADITIONAL AND EMERGING NEW BUSINESSES, MANUFACTURERS, RESEARCH AND TECHNOLOGY FIRMS AND SERVICE COMPANIES.*

- ❑ *A TOURIST AND VISITOR DESTINATION CITY KNOWN FOR ITS OUTSTANDING HERITAGE, EXCEPTIONAL HOSPITALITY AND MANY ACTIVITIES AND POINTS OF INTEREST.*
- ❑ *A CITY THAT COMPLEMENTS THE SUBURBS AND OFFERS DIVERSITY AND WIDE CHOICE OF HOUSING TYPES AND NEIGHBORHOODS.*
- ❑ *A CITY OF MEMORABLE NEIGHBORHOODS AND SPECIAL DISTRICTS THAT HAVE THEIR OWN UNIQUE ATTRIBUTES.*
- ❑ *A "QUALITY OF LIFE" CITY WITH A HIGH REGARD FOR BEAUTY, SAFETY, EDUCATION, RECREATION AND PUBLIC SERVICES.*
- ❑ *A CITY IN WHICH TRANSPORTATION ALTERNATIVES MAKE IT EASILY ACCESSIBLE FROM THE SUBURBS; WHERE PEDESTRIANS AND MOTORISTS CIRCULATE WITH EASE, SAFETY AND ENJOYMENT; AND WHERE PARKING IS CONVENIENT AND WELL-DESIGNED RELATIVE TO THE AREAS IT SERVES.*
- ❑ *A CITY WITH A DIVERSE AND HEALTHY TAX BASE WITH INCREASING PROPERTY VALUES AND DECREASING TAX EXEMPTIONS.*

GOALS

Role & Image

- To increase the Commonwealth's pride in its capital city and enhance Harrisburg's statewide image as a model Pennsylvania city.
- To maintain and increase the city's importance and contribution to the Capital Region as the region's largest and most exclusive concentration of choices, experiences, conveniences and services.
- To cooperatively plan and provide for development, transportation and public services on a regional level and in the best interests of both the City of Harrisburg and the Capital Region.
- To increase positive attitudes, pride, confidence and active participation in the City of Harrisburg by residents, employees and visitors.

Housing & Neighborhoods

- To continue and increase safe and attractive housing for a range of target housing markets focusing on people who seek alternative choices from the suburbs.
- To preserve and enhance existing stable neighborhoods while encouraging new housing in select undeveloped and revitalization areas.
- To achieve an equitable balance and distribution of assisted housing and special services as a partner with other Capital Region municipalities.

- To ensure that Harrisburg's neighborhoods have the highest quality, most convenient and most comprehensive services to stimulate and complement neighborhood preservation and positive change.

Recreational, Historic & Urban Design Resources

- To foster a system of greenery and open space relief that makes Harrisburg a city within a park.
- To continue and enhance Harrisburg's park and recreation facilities and services as one of the most significant physical and economic assets of the city and region.
- To build upon Harrisburg's setting as a riverfront city by capturing the benefits of river views, waterfront experiences and water-based recreation.
- To preserve, restore and display the history, architecture and unique places so prevalent in Harrisburg.
- To encourage excellence in design of buildings, developments, streetscapes and public places.
- To protect and enhance the city's entrances, major public corridors and gathering places, and views of the Capitol Dome and the Capital Center skyline.

Downtown Development

- To ensure that Downtown Harrisburg is the thriving business, governmental, cultural and entertainment center of the city and region.
- To secure Downtown as a unique urban center that embodies a mixture of business, finance, government, shopping, hospitality and entertainment activities for all ages.
- To make Downtown Harrisburg a very functional and user-friendly activity center in which people choose to reside, work and play.
- To further integrate the Capitol Complex and other state government buildings and government employees into the life and activity of Downtown.

Business Development

- To be a partner with other municipalities in the region in attracting firms that desire urban conveniences and services.
- To make previously used business sites and buildings readily available for reuse for modern industrial, office and other business operations.
- To discover, plan and facilitate reuse of undeveloped, underutilized and obsolete properties.
- To retain and encourage the expansion of viable firms in Harrisburg and assist and attract new enterprises to locate and grow here.
- To capture the spending power of residents and employees in the city by offering conveniences, goods and services to meet their needs and interests.

Real Estate Resources

- To provide the highest possible quality of public facilities, services and incentives to attract more independent residents, desirable types of businesses and capable investors to Harrisburg.
- To replace available tax exempt properties with tax ratable uses and make better use of vacant and underused land and buildings.
- To focus resources on comprehensive project areas and individual projects that produce significant targeted economic and social benefits to the city and that have a high probability of success.
- To continue, expand and promote the city's advantages as a prudent place to invest and to continually offer new and creative investment and development opportunities through public-private partnerships.

CONCEPTS

The concepts are the "big ideas" for future Harrisburg. The Concept Map (facing page) is necessarily general with regard to exact locations and the detailed actions required to fulfill the "big ideas". Not every use area or idea is represented in the concepts. Although the details are most appropriately left to the Land Use Policies and other elements of the City's Comprehensive Plan, the concepts are valuable as dynamic, overall policy guides for Harrisburg's future preservation and development.

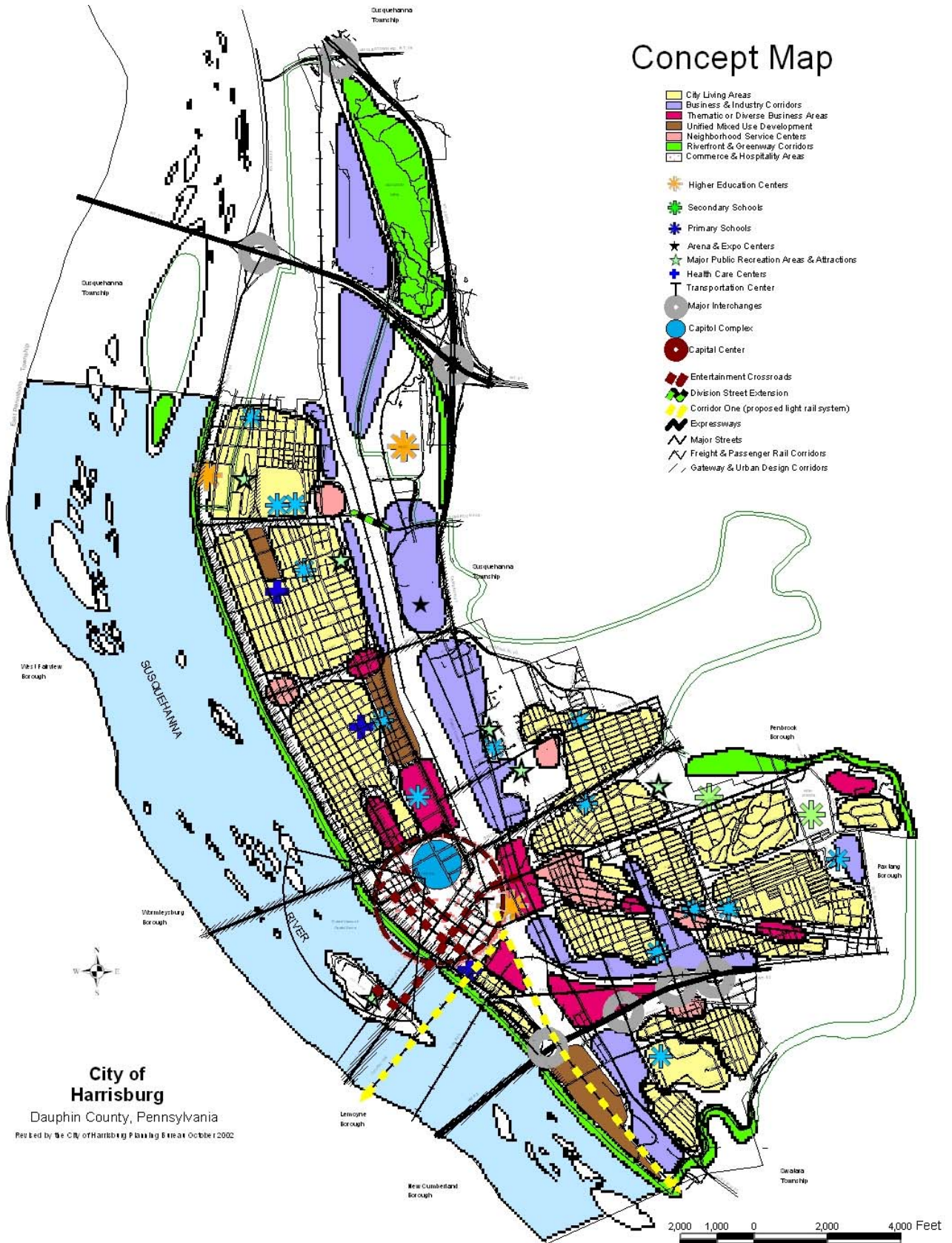
Orientation to the Future

The Concept Map is a physical portrayal of the goals and major concepts or ideas that will help Harrisburg make its vision a reality. The major concepts are named and mapped under eight (8) categories:

- | | |
|--|---|
| <input type="checkbox"/> <i>CAPITAL CENTER</i> | <input type="checkbox"/> <i>BUSINESS & INDUSTRY</i> |
| <input type="checkbox"/> <i>CITY LIVING AREAS</i> | <input type="checkbox"/> <i>CORRIDORS</i> |
| <input type="checkbox"/> <i>CITY LIFE CONVENIENCE</i> | <input type="checkbox"/> <i>UNIFIED MIXED USE</i> |
| <input type="checkbox"/> <i>CENTERS</i> | <input type="checkbox"/> <i>DEVELOPMENT</i> |
| <input type="checkbox"/> <i>SPECIAL BUSINESS &</i> | <input type="checkbox"/> <i>HIGH IMAGE CORRIDORS</i> |
| <input type="checkbox"/> <i>INSTITUTIONAL AREAS</i> | <input type="checkbox"/> <i>TRANSPORTATION</i> |

The concepts illustrated on the Concept Map and described in the accompanying text are founded on the following precepts:

- Reinforcing, defining and promoting Downtown Harrisburg as the Capital Center--a special identity and interaction place in the city, region and state.
- Preserving and upgrading the quality and choice of living places and lifestyles in Harrisburg.



- Maintaining and increasing the convenience, quality and choice of facilities and services close to home.
- Creating new and different places for unique urban experiences through thematic and diverse commerce and entertainment activities.
- Reinforcing and strengthening the education and health care institutions so vital to the City's future.
- Realizing the potential for private sector investment and business development in the City's well-located high opportunity areas.
- Making the best use of remaining vacant land and buildings through comprehensive planned unified development.
- Preserving and enhancing the heritage and visual qualities of Harrisburg.
- Making transportation, parking and pedestrian circulation a vital part of the city's and region's preservation and development.

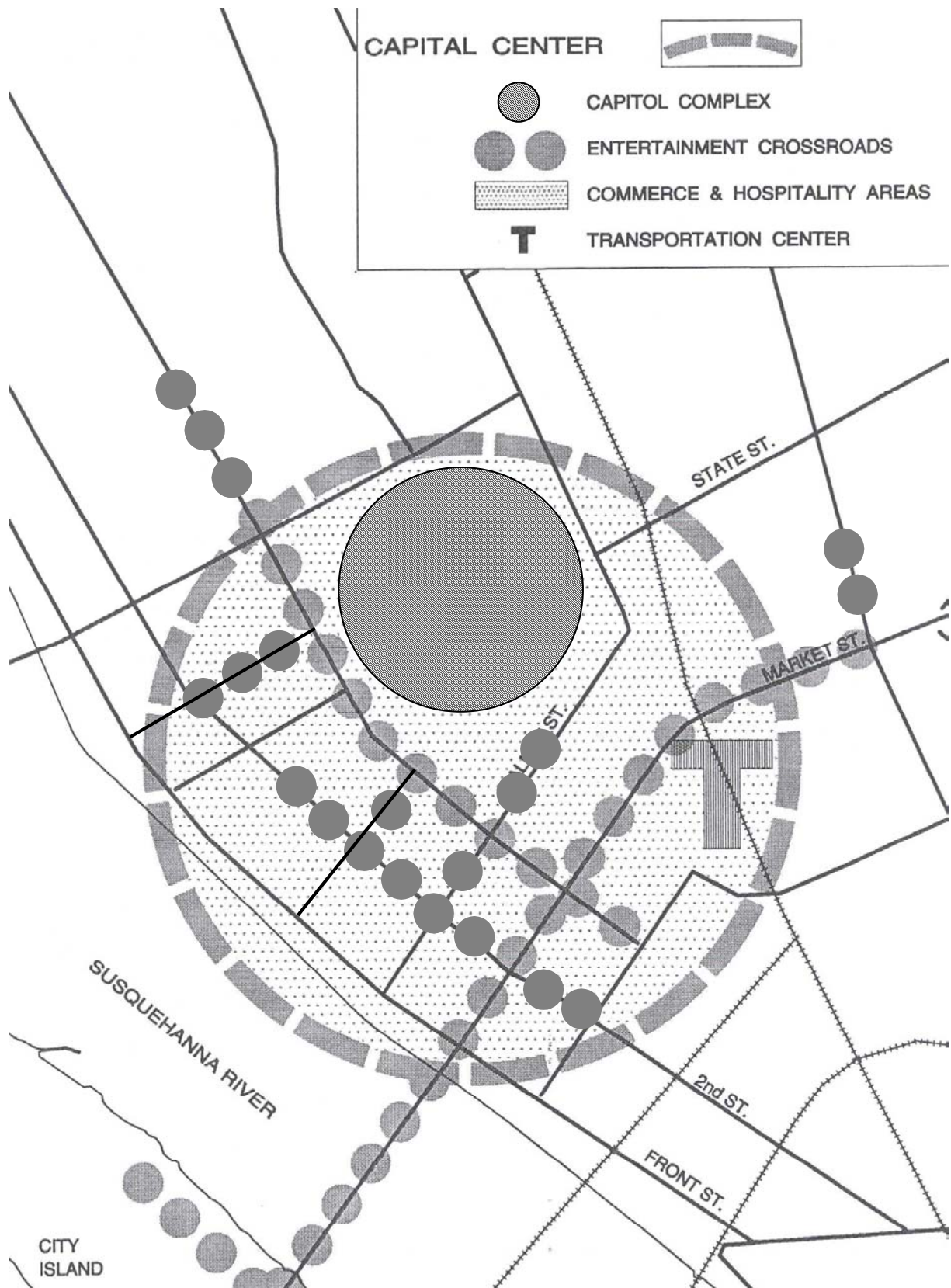
Capital Center / Downtown

The Capital Center will continue to be the single most important concentration of Harrisburg's image, importance and economy. Capital Center will be the place Pennsylvanians remember the most. Regionally, it will be the place where many people will work and will enjoy a wide range of entertainment opportunities in one convenient location. Workers and visitors will savor the convenient shopping, personal services and hospitality atmosphere of a vibrant center city.

The Capital Center has its own identity and that identity should be protected by keeping important government agencies in the city. One will know when he or she has arrived in the center of Harrisburg and will experience a unique urban setting while there. Capital Center will have strong activity relationships and physical linkages to nearby areas such as City Island to the west, Paxton Commons and vicinity on the east near Market and Cameron Streets, the Midtown/Third Street business area north of Forster Street and the corridor north along Seventh Street. Capital Center's success will be based on four main features: 1) the State Capitol Complex, 2) the Entertainment Crossroads, 3) the Commerce and Hospitality Area anchored by Strawberry Square and Market Square and 4) the Transportation Center and related services.

Capitol Complex - The Capitol Complex, including the Capitol Building and many other State Government buildings and offices, will be even more prominent with better functional and visual pedestrian linkages with other parts of Capital Center. Expanded and new State government activities and construction should be within or very near Harrisburg's Capital Center.

Entertainment Crossroads - The Entertainment Crossroads will be a one-of-a-kind attraction to a wide variety of residents and visitors in Southcentral Pennsylvania. The focus of attention will be on Second Street, Market Street (all the way to City Island), Third Street, and related cross-streets as corridors of nightlife, entertainment, hospitality and commercial services. Entertainment here will cover a wide spectrum from sports and amusements to museums, art galleries and concerts to brewpubs and nightclubs. The corridors will be



anchored by existing and proposed sports, arts and entertainment places such as the Riverside Stadium and other attractions on City Island, Whitaker Center for Science and the Arts, the Transportation Center, conference/exposition space, Paxton Commons, theater and cinemas, the State Museum and Archives, the Middtwn business area and a rejuvenated South Third Street district.

Commerce and Hospitality Areas- Commerce and Hospitality Areas include the financial and hotel districts at Market Square, the Strawberry Square commercial center and many other smaller concentrations of office, retail and business service activity. These commerce and hospitality concentrations, along with the city's prominent Dr. Martin Luther King Jr. Government Center, are the basis for continued and expanded business activity throughout the Capital Center. Other business, finance and retail activities will be stimulated by the successes of these larger enterprises and the Entertainment Crossroads.

Transportation Center - The Harrisburg Transportation Center is another vital feature of Capital Center's future. The Transportation Center's existing bus and long-distance rail service links Capital Center to many parts of the region and far beyond. It will also be the focus of a future light rail commuter passenger system serving the Harrisburg Region.

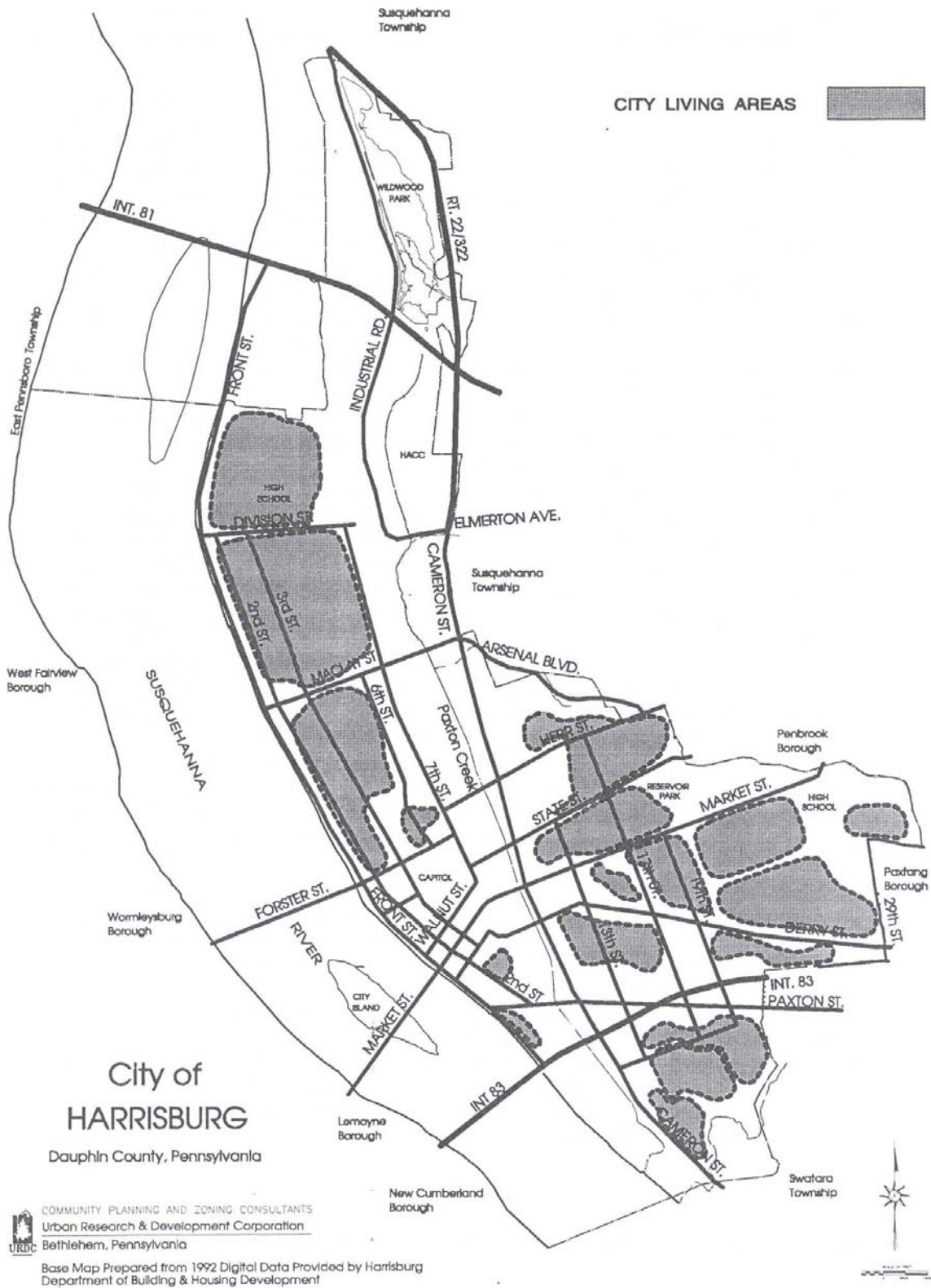
The Transportation Center's strategic location along the Market Street portion of the Entertainment Crossroads will enhance the Crossroads' success and that of the entire Capital Center. Convenient shuttle, tram, or other small bus service will move people from place to place around Downtown and to City Island, Paxton Commons, Midtown, the North Seventh Street corridor, the Farm Show Arena, Harrisburg Area Community College and the Dixon University Center.

The Transportation Center along with the city's system of parking garages will be the heart of a Harrisburg Area transportation services system, including convenient satellite parking lots and commuter light rail service to Capital Center and major employment locations along nearly all of the city's main business and industry corridors.

City Living Areas / Neighborhoods

Harrisburg is a city of neighborhoods and its neighborhood image will become even stronger. Living in Harrisburg will be the clear lifestyle alternative for people who realize the benefits of living at the region's core. City life will be the selection for more people already in the Harrisburg region and Harrisburg will be an increasing choice for many new residents to Southcentral Pennsylvania.

Harrisburg's City Living Areas consist of a wide variety of settings: traditional neighborhoods undergoing historic preservation, long-standing neighborhoods with strong identities but in need of revitalization, areas for new infill housing in primarily developed neighborhoods, and opportunities for more housing in or near center city. Harrisburg's living areas can build upon the prominent characteristics and resident leadership of traditional neighborhoods, capitalize upon the uniqueness and attractiveness of older and historic buildings in many areas and stimulate new and more modern residential development.



Pride, confidence, financial commitment and personal participation will be key factors in the continuing and accelerated success of Harrisburg's living areas. The private sector and public-private partnerships will focus on rehabilitation, historic restoration and the infilling of new housing. The type and density of housing will remain essentially the same, with the possibility of some different housing types and slightly higher densities at select locations near places of employment, convenient service centers, Capital Center and land along the Susquehanna River south of Shipoke. Also, exciting opportunities exist for capitalizing upon the images of well-known places and areas with outstanding views such as the Governor's Mansion area, Reservoir Park and Italian Lake, Riverfront Park, and newly created theme business areas and new mixed use projects.

City living in Harrisburg will thrive from the continuation of an already aggressive historic preservation movement combined with greater emphasis on: 1) incentives for neighborhood reinvestment and the infilling of new housing, 2) the sensitivity of new infill development to blend with the old, and 3) the design and redesign of living areas to maximize safety and security. The following are some examples of guidelines to help accomplish these objectives.

Infill Residential Development Potential - Undeveloped residential parcels or vacant buildings frequently exist in the vicinity of sound, attractive housing. This often creates an appearance of disinvestment and declining property values in an otherwise healthy neighborhood. More infill housing opportunities are possible with flexible residential development standards to encourage creative and attractive designs and the viable use or reuse of neglected residential space. New development can be compatible with existing neighborhood character.

- Development standards must be realistic in relating to the market and financial feasibility of infill development.
- Standards can allow certain flexibility if developers emphasize more quality and creativity in site layouts, building design, parking, open space, safety and landscaping.
- Flexibility can relate to lot area, setbacks, height, density, housing type and building coverage.

Neo-Traditional Neighborhood Design - The traditional character of older areas of Harrisburg offer special qualities to life in the city. Successful urban neighborhoods often produce a strong sense of community and civic pride among their residents. Many people feel that "the old neighborhood" desire is back. Prominent design features of traditional urban neighborhoods include:

- varied housing types;
- a mix of residential and commercial uses located along pedestrian-friendly, interconnected streets;
- a "sense of place";
- a propensity for pedestrian or bicycle travel and the use of public transportation;
- physical layouts that are distinctively urban rather than ones that emulate the suburbs;

- an interconnected system of moderately wide streets generally following a grid pattern;
- buildings relatively close to front property lines, forming an urban edge to the street rather than large parking areas along the street;
- rear alleys for access and rear garages for parking rather than driveways leading to front entry garages;
- sidewalks with street trees providing a green canopy over the street; and
- front porches encouraged as part of homes, to promote interaction among neighbors and to provide additional "eyes" on the street for security.

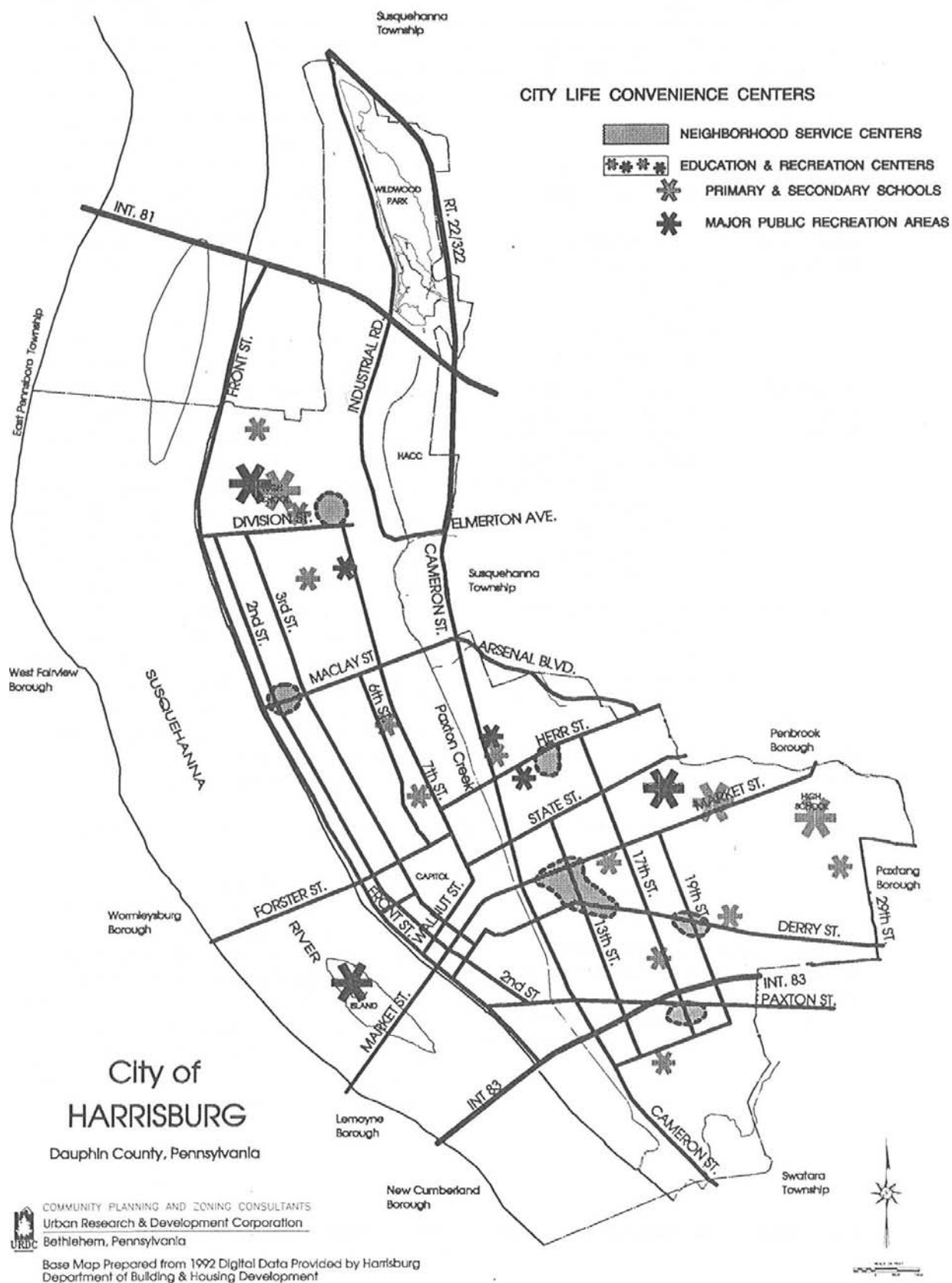
Neo-traditional neighborhoods will combine walkability with visual appeal through the effective use of public streetscape elements such as street lamps, sidewalks and street trees, in combination with private hedges, fences and walls to create a very livable, human scale. Neo-traditional neighborhoods will help preserve, enhance and extend what is best and most distinct about life in Harrisburg.

Designing for Safety - Crime and the fear of crime are major problems in urban areas. Designing for safety helps prevent crime by creating physical and perceptual barriers to criminal behavior. Access to potential crime targets must be controlled and opportunities for visual observation must be enhanced. Safety-oriented design also involves heightening peoples' sense of proprietorship so that potential offenders will hesitate to encroach upon what they perceive as property over which people take a direct territorial interest.

- Use sidewalks, paving and adequate lighting to clearly mark property entrances and exits.
- Construct walls and fences to direct public access to safer routes and away from dark and unmonitored areas.
- Employ pavement treatments, landscaping, art and signage to define and delineate property ownership.
- Locate activities and place windows to permit maximum possible surveillance.
- Carefully select plants and trim them to allow surveillance of parking areas from streets and other properties.
- Establish "safeways", which are sidewalks and other types of safety-enhanced trails that connect residential neighborhoods with schools and shopping areas.
- Close selected streets and alleys to non-emergency vehicles so that one large neighborhood is divided into two or more smaller neighborhoods to enhance the sense of community and reduce the chances of anonymous crime.

City Life Convenience Centers

Harrisburg's city living areas will be much stronger because of City Life Convenience Centers. These centers take two forms: 1) neighborhood service centers and 2) education and/or recreation centers. Together these convenience centers will give Harrisburg urban life new meaning. Fundamentally, they take city life back to the "good old days" when people could walk, bicycle or take a short drive to pick up food, pharmaceuticals, flowers and small gifts; when children and



adults could easily and frequently use nearby schools and parks. Because of the City Life Convenience Center concept, people of all ages will find in Harrisburg a distinct alternative to suburban and rural living.

Neighborhood Service Centers - True urban living means convenient access to a wide range of goods and services. Shopping, personal services, leisure time opportunities and certain public services should be located within a short walk or drive from residences. Neighborhood service centers produce savings of time, trouble and travel costs while creating unique social and neighborhood identity advantages over most suburban and rural settings.

Harrisburg has the nucleus for the neighborhood service center concept in some of its traditional neighborhood businesses and linear commercial areas. The Plan goes considerably beyond current neighborhood-servicing businesses into a much broader range of businesses and activities. The new neighborhood service center concept offers the city's neighborhoods the ultimate in conveniences and will help redefine the benefit of living in Harrisburg. The service center concept embodies various combinations of uses and activities depending upon the location, neighborhood demographics, market demand, and objectives of the businesses, organizations and agencies.

*Neighborhood Service
Center Activity Examples:*

<i>Convenience Shopping</i>	<ul style="list-style-type: none">• <i>Food market or convenience store</i>• <i>Variety store</i>• <i>Pharmacy</i>• <i>Bakery, deli</i>• <i>Gift shop, florist</i>
<i>Personal & Business Services</i>	<ul style="list-style-type: none">• <i>Barber, beauty shop</i>• <i>Dry cleaner, laundry</i>• <i>Tailor, seamstress shop</i>• <i>Child, elder day care</i>• <i>Small appliance, shoe and</i>• <i>Other repair</i>• <i>Tax preparation</i>• <i>Copying, packaging, mailing center</i>
<i>Professional Services</i>	<ul style="list-style-type: none">• <i>Doctor, dentist, other medical</i>• <i>Bank</i>• <i>Law, accounting office</i>• <i>Real estate, insurance office</i>
<i>Leisure & Recreation</i>	<ul style="list-style-type: none">• <i>Restaurant, sandwich, pizza shop</i>• <i>Pub/Tavern</i>• <i>Youth, senior, membership center</i>• <i>Indoor recreation center</i>

- *Billiard hall, arcade,*
 - *Bowling alley*
- Governmental &
Institutional
Services*
- *Park, playground*
 - *School, training center*
 - *Church*
 - *Community, neighborhood, other
organization office*

The neighborhood service centers of Harrisburg's future will be distributed to conveniently service existing neighborhoods and new or revitalized residential areas. Some of them will also be serving areas such as hospitals, colleges and office complexes. They will most often be improvements and expansions of existing business areas, but some brand new service centers may be located at currently vacant sites and buildings.

Whether in revitalized older neighborhood business areas or new ones, service centers should be planned and designed to function as a coordinated complex with convenient and adequate parking, pedestrian access and circulation. Underutilized areas behind buildings can be combined for well-designed, landscaped parking lots. Attractive and convenient passageways can be created in spaces between buildings or where a deteriorated building is removed. Groups of buildings facing each other from opposite sides of the street can function together as a service center if proper traffic signalization, signage, coordinated design and business planning are practiced. Some older shopping centers or strip shopping areas might be redesigned and refurbished as a neighborhood service center.

Education and/or Recreation Centers - Education and/or recreation centers will play a major role in reestablishing, maintaining and expanding the social, institutional and leisure time values and opportunities in Harrisburg's neighborhoods and other city living areas. Education and recreation centers should be continued at present locations of primary and secondary schools, neighborhood parks and playgrounds and city-wide parks. These facilities are well-distributed to serve major neighborhoods and other residential areas. The continuation, reinforcement and possible expansion of these centers represents a refreshing option from the auto-oriented and often impersonal and inconvenient locations of educational and leisure time opportunities in suburban and rural areas.

Harrisburg has one of the best city park and recreation systems in the Commonwealth and the Harrisburg School District is following a positive recovery plan which makes a strong commitment to the continuation of localized elementary schools and vast improvements in the overall quality of education.

The education/recreation concept builds upon Harrisburg's recreational quality and the School District's emerging progress to create true neighborhood-oriented experiences for individuals, couples and families. This concept will be realized through a strong education/recreation partnership in which the City and School District can achieve mutual objectives.

The school/park concept calls for greater use of local schools for community recreation without straining the city's operating and capital budgets. The dual use of schools as both education and recreation centers can be a more affordable way to expand recreation opportunities for all Harrisburg residents without constructing new indoor and outdoor recreation facilities and without displacing residents or taxpaying businesses.

Harrisburg's schools will continue and expand their roles as coordinated schools and recreation places. The City will encourage the School District to make optimum use of these important public facilities for residents of all ages. Local schools already play a vital part in supplementing existing recreation opportunities for school age children. Outdoor sports facilities, playground equipment and open fields at city schools can provide an even wider range of formal and informal recreation opportunities.

Schools will serve as either community parks or neighborhood parks depending on their size, location and available recreation facilities. The high school will be viewed as a city-wide recreation facility; middle and elementary schools will serve neighborhood park functions. Certain schools will specialize in providing space for specific recreation activities. Classrooms, cafeterias, gyms, auditoriums and multi-purpose rooms will offer locations for both athletic and non-athletic activities, such as exhibits, seminars, indoor sports, meetings and classes.

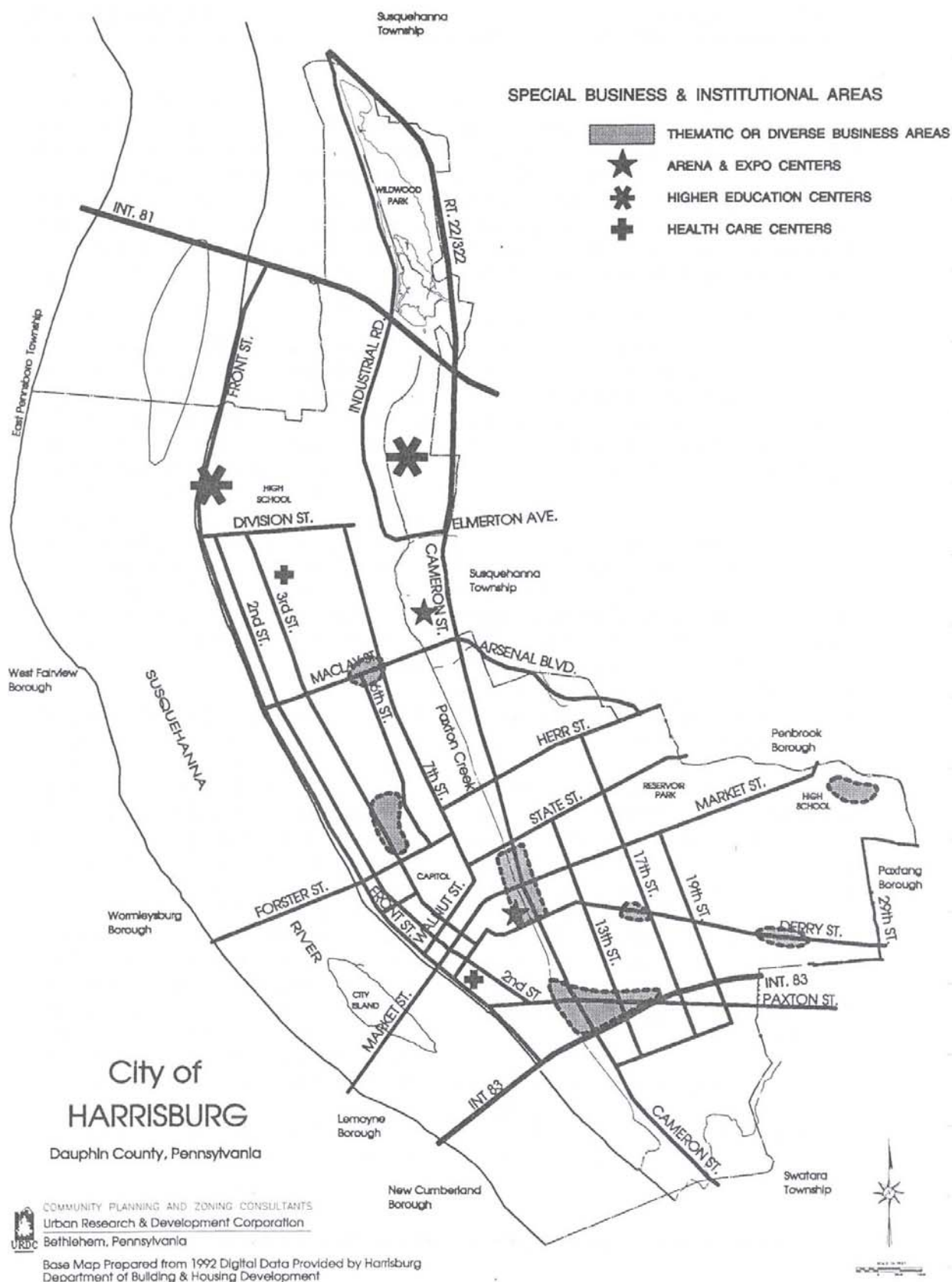
Greater use of schools for both indoor and outdoor community recreation will strengthen, rather than interfere with, the School District's mission. Additional school-based recreation programs will take place after school hours and during summer months when the facilities are not needed for student use. As needed, written agreements between the city and School District may be necessary to allocate costs and responsibilities while ensuring that local schools maintain a community focus. The city will also offer technical advice in planning and developing new and revitalized school facilities, especially including improving the safety of school playgrounds.

The school/park concept is economical because it serves two important public purposes with one set of physical facilities and taxpayers can receive more service for their tax dollars. Coordinated schools and recreation facilities will contribute significantly to Harrisburg's future success as the place to live.

Special Business & Institutional Areas

Harrisburg has and will have certain business and institutional attractions outside Capital Center and the City Life Convenience Centers. These attractions offer special business environments and special institutional services most frequently found in large urban areas. Four major types of special areas are recognized in this Concept Plan: 1) thematic and diverse business areas, 2) arena and expo centers, 3) higher education centers and 4) health care centers.

Thematic or Diverse Business Areas - Thematic business areas have certain design, business and marketing characteristics that make them distinctly different from other business areas. The Paxton Commons complex along Paxton Creek near Market and Cameron Streets and the Midtown Market District



north of Forster Street along North Third Street to Reily Street, including the Broad Street Market, are two prime examples. The large automobile sales and service area along Paxton Street and the southern end of Cameron near Paxton is also an example where the entire area could become the largest regional complex for the sales, servicing, special product offerings and treatment for vehicles. Such a complex could include businesses for auto detailing, auto parts, convertible tops and moon roofs, antique car restorations, speed shop items, and many other products and services.

Other business areas may be diverse and multi-purpose, much like a typical strip commercial development along a city or suburban highway. For these business areas, the traditional strip commercial development is discouraged in favor of strategic diverse business locations where such development can best service various commercial purposes at key intersections or at prime commercial locations along heavily travelled streets. Several locations along Derry Street, on Cameron between Mulberry and State and at the intersection of Maclay and Sixth/Seventh Streets are examples of prime concentrations.

Arena & Expo Centers - The Harrisburg Farm Show Arena has a long history and tradition as one of the most popular and well-known indoor arenas and convention facilities in the Commonwealth. The large size, accessibility and informal atmosphere make it appropriate for many types of large scale conventions and expositions. The Farm Show Arena will continue as the premier large scale exposition center, a fact only strengthened by the Commonwealth of Pennsylvania's multi-million dollar investment that is doubling the size of the facility (slated for completion in 2002-03).

An additional small conference center in or adjacent to center city would fulfill other needs not possible with the Farm Show Arena. The additional area could be oriented to host a variety of formal expositions and conventions requiring more space than currently available with city and area hotels and institutions. This convention center would complement, supplement and expand the hospitality facilities and services currently available in the city. It will also add significant new cultural offerings to the Capital Center and the region's Entertainment Crossroads. The Concept Plan indicates a possible location at the current post office center on the south side of East Market Street near the Transportation Center. Other sites would include, but not be limited to, the former YWCA facility on Market Street between Second and Third Streets.

Higher Education Centers - The Dixon University Center and the Harrisburg Area Community College, both in the north end, are the largest higher education attractions that give Harrisburg a strong academic image. Excellent educational opportunities are also offered within the City by Penn State University, Temple University and other institutions. These institutions should continue and expand their activities, perhaps in combination with existing and new training and employment potential in Harrisburg's Business and Industry Concentrations.

Most exciting is the concept of a brand new higher educational institution - - a *Polytechnic Institute* located in the City but serving the region's need for a unique academic and technology-oriented training facility. This institute will

dovetail with reforms being made within the City School system and will provide a tremendous facility for young Harrisburg and Central Pennsylvania residents who aspire to shaping the global technology-driven economy. As this institution burgeons, it will perhaps transform from a small site (most likely in and around the downtown) to a more expansive campus setting.

Health Care Centers – Pinnacle Health System's complexes are major contributors to the city's future success as the region's urban center. Their convenient location to serve the largest concentration of population in the region strengthens Harrisburg appeal as a place to live and work. Their employment of city residents and their proximity to public transportation adds significantly to their critical location and role in the city and region. Meanwhile, at the neighborhood level, several Hamilton Health Centers provide important service for lower income residents. They, too, are an important component of the community.

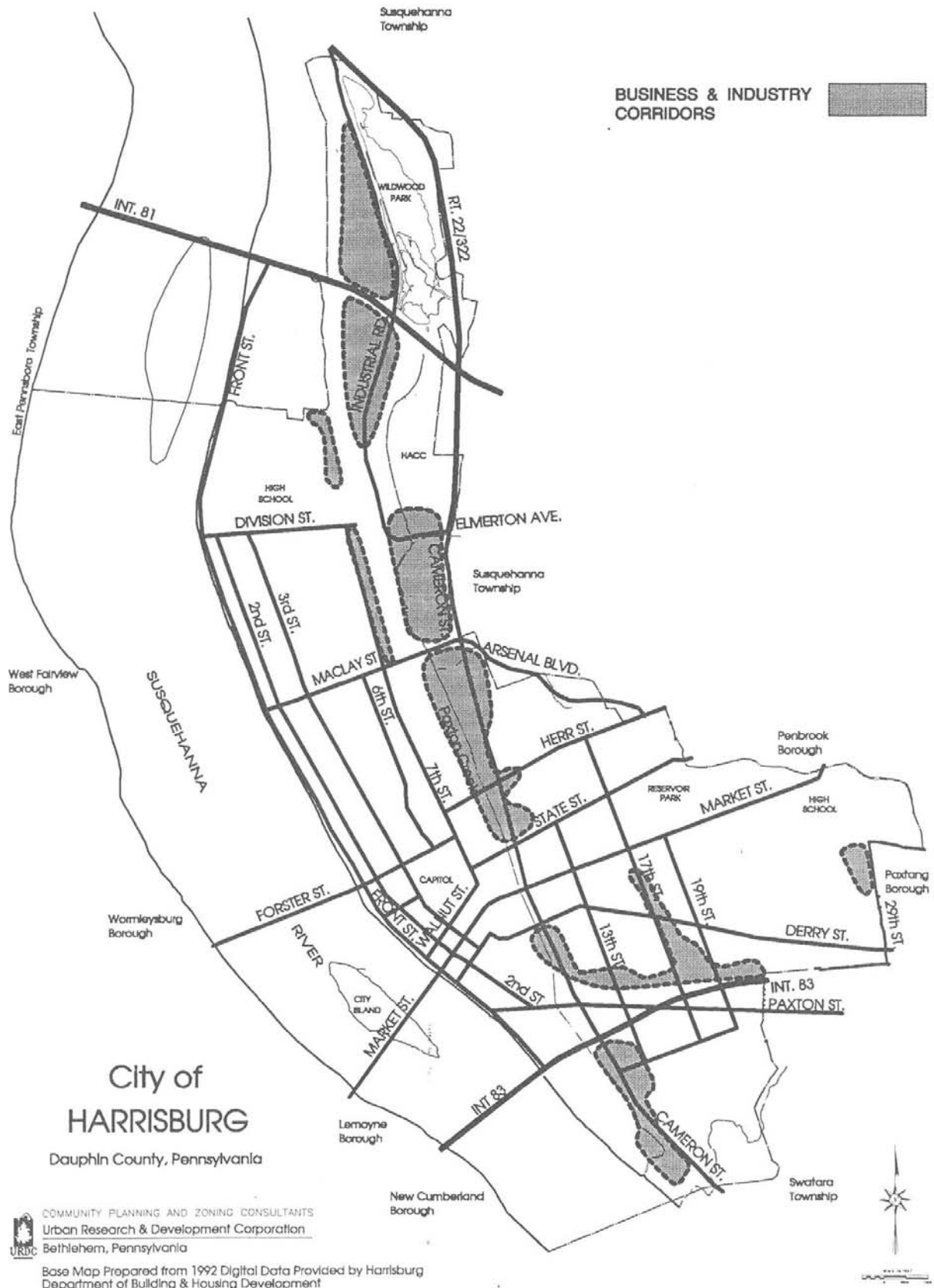
Pinnacle Health's Harrisburg Hospital campus as a health care provider and major employer is a vital part of the Capital Center, and its future as a major land user in and around the downtown should not be underestimated. The long range plans for that facility will greatly impact surroundings and should be incorporated into a consistent vision of the city.

The Polyclinic campus, meanwhile, has been the subject of recent transformation. Pinnacle Health has recently consolidated its primary medical services at the downtown location. The future of the Polyclinic campus should be the subject of in-depth discussion as possible use transformation takes place. The large land area in a quiet, neighborhood setting should evolve into other commercial or institutional uses that do not disrupt its surroundings.

Business & Industry Corridors

Harrisburg has many in-town advantages for companies of all types and sizes, particularly companies relying upon existing building sites well-served by infrastructure, reasonably priced real estate and labor and a work force with easy access to their place of employment. Business and industry corridors will basically follow the historic patterns of large-scale business and industry along the rail lines in Harrisburg. These areas contain many of Harrisburg's most prominent manufacturing and wholesaling companies and these areas are where key opportunities exist for reuse of vacant and underutilized buildings and sites.

The largest business and industry corridor runs north-south between the railroad and Cameron Street. This Cameron Street Corridor has direct rail access and truck access is excellent to I-81 to the north. The northern segment of Cameron has excellent visual exposure as one of the primary entrances to the city. Currently, the area lacks visual appeal as an economic development corridor, but its potential is high for light industrial, wholesale and showroom/ distribution uses. It could be envisioned as a concentration for building and household product sales, wholesaling, warehousing and service operations as one example.



Many areas along Cameron are opportunities for industry relocations to Harrisburg and for small business expansions and new business starts of city companies. Some locations offer potential for removal of old buildings and better use of underutilized sites for small industrial use.

Neighborhood industry and business with close to home employment opportunities are noteworthy along the east-west rail line north of Interstate 83 and between Seventeenth and Eighteenth Streets. Similar opportunities exist along Seventh Street west of the railroad.

Many of the future reuse and new development projects for business and industry along the corridors will occur in a linear form directly along the major street or within a shallow depth from the roadway. This linear redevelopment and new infill development must be subject to careful planning to ensure that the uses have easy and safe access, conveniently located parking, complementary landscaping and architecture, an overall attractive and positive image to passing traffic and to other potential occupants. Furthermore, adequate traffic carrying capacity of the street must be retained.

Unightly views, traffic congestion, litter, large signs and chaotic growth are common to many linear developments. The appearance of an unplanned, cluttered, and confusing commercial strip must be avoided. Planned corridor developments are an approach to modifying commercial strips so that they can retain (or regain) their economic value while making them more attractive and more compatible with neighboring areas. Some elements of planned development are:

- Encourage uses to concentrate along segments of corridors where types of businesses can support each other and mutually attract customers. For example, auto-related uses should be encouraged to cluster together, and home improvement uses should be encouraged to cluster together.
- Manage traffic to provide safe vehicular circulation and access to and within the development.
- Group functionally related land uses together and separate incompatible uses by providing physical barriers to sight and sound, such as landscape buffers or earth berms.
- Encourage the use of attractive building materials, details and styles that relate well to existing structures.
- Use attractive landscaping in front of buildings along the street and use along the street and in large parking lots.
- Encourage parking to the rear or side of buildings instead of between the street and the building.
- Control the number, size and height of signs to reduce the unsightliness and confusion of sign proliferation.

Overall master plans using good planning principles and design standards should guide Harrisburg's corridor development. Zoning incentives, public improvements, aggressive marketing and public-private cooperation can be combined to transform older, very ordinary linear business and industrial areas

into new economic development assets for their immediate locations and to the city as a whole.

Unified Mixed Use Development

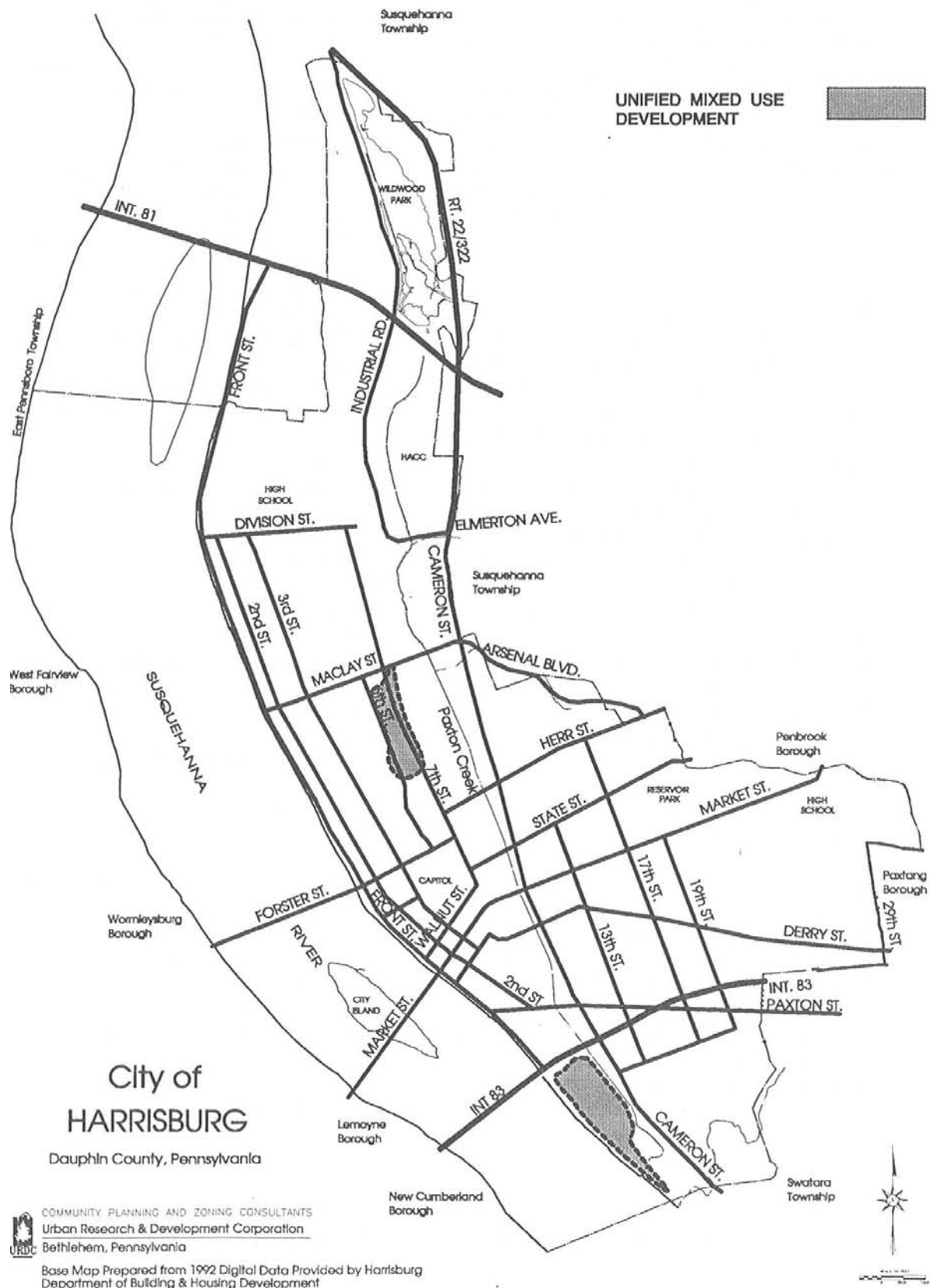
Mixed use development, if properly directed, will help to retain and enhance the traditional urbane character of Harrisburg. Mixed use opportunities will encourage remaining small sites and the few large sites to be developed in a well-planned and economically-feasible manner. Harrisburg traditionally developed with mixtures of different land uses where mixed use areas featured housing near commercial activity, work places and other non-residential uses.

Mixed use areas are most common in older portions of the city that evolved prior to zoning regulations. New mixed use developments are difficult to build under most of today's municipal zoning ordinances, which tend to segregate land uses by type. These ordinances reflect the notion that was common during the 1960s and 1970s that mixing residential and non-residential uses is undesirable. Harrisburg will use more innovative planning and zoning strategies to encourage unified mixed use development in selected areas of the city. Unified mixed use developments involve a range of selected residential, business and public/semi-public uses conceived and implemented under a coordinated design.

Successful unified mixed use developments offer occupants the advantages of a varied environment while avoiding the problems of incompatible uses that can arise without proper planning. Locating employers and consumer goods and services adjacent to residential clusters is convenient and saves energy and time by reducing the need to use private automobiles. Pre-conceived unified designs help to ensure that the traffic and noise generated by business uses will not compromise the quality of life for residents.

Unified mixed use developments work best on sizeable tracts of land in areas with direct access to well-developed road and public transit systems. The Commonwealth Riverfront Office Center site along the riverfront south of I-83 is the prime example in Harrisburg. The Sixth and Seventh Street Corridor between Capital Center and Maclay Street offers many mixed use development prospects in connection with this areas extensive revitalization. Some elements for successful mixed use development are:

- Use office, research, convenience commercial and clean light industry, rather than heavy industry and high-traffic retail space, to mix with the development's residential component.
- Plan for medium to high density apartments and townhouses to best complement the development's non-residential uses and allow for a diversity of residents.
- Use shared parking to reduce the number of parking spaces that would otherwise be vacant during the daytime or evening.
- Design for a pedestrian-friendly human scale with strict traffic flow controls to ensure adequate separation between auto, bicycle and foot traffic.



- Incorporate common areas and extensive landscaping to enhance the compatibility between residential and non-residential uses.
- Facilitate public transit use by locating convenient transit stops within the development, and by minimizing walking distances to these transit stops.
- Use common architectural forms and other unifying building elements to enhance the cohesive appearance of buildings throughout the development.

High Image Corridors

Corridors or linear areas influence how a large number of people perceive and judge a city. Most long time city residents, commuters or one-time visitors, form, reinforce and increase their positive or negative images of the city by exposure to only a few corridors. Corridors that frame major entrances and border through streets and those that contain prominent landmarks or natural features, are critical to the City of Harrisburg's positive image.

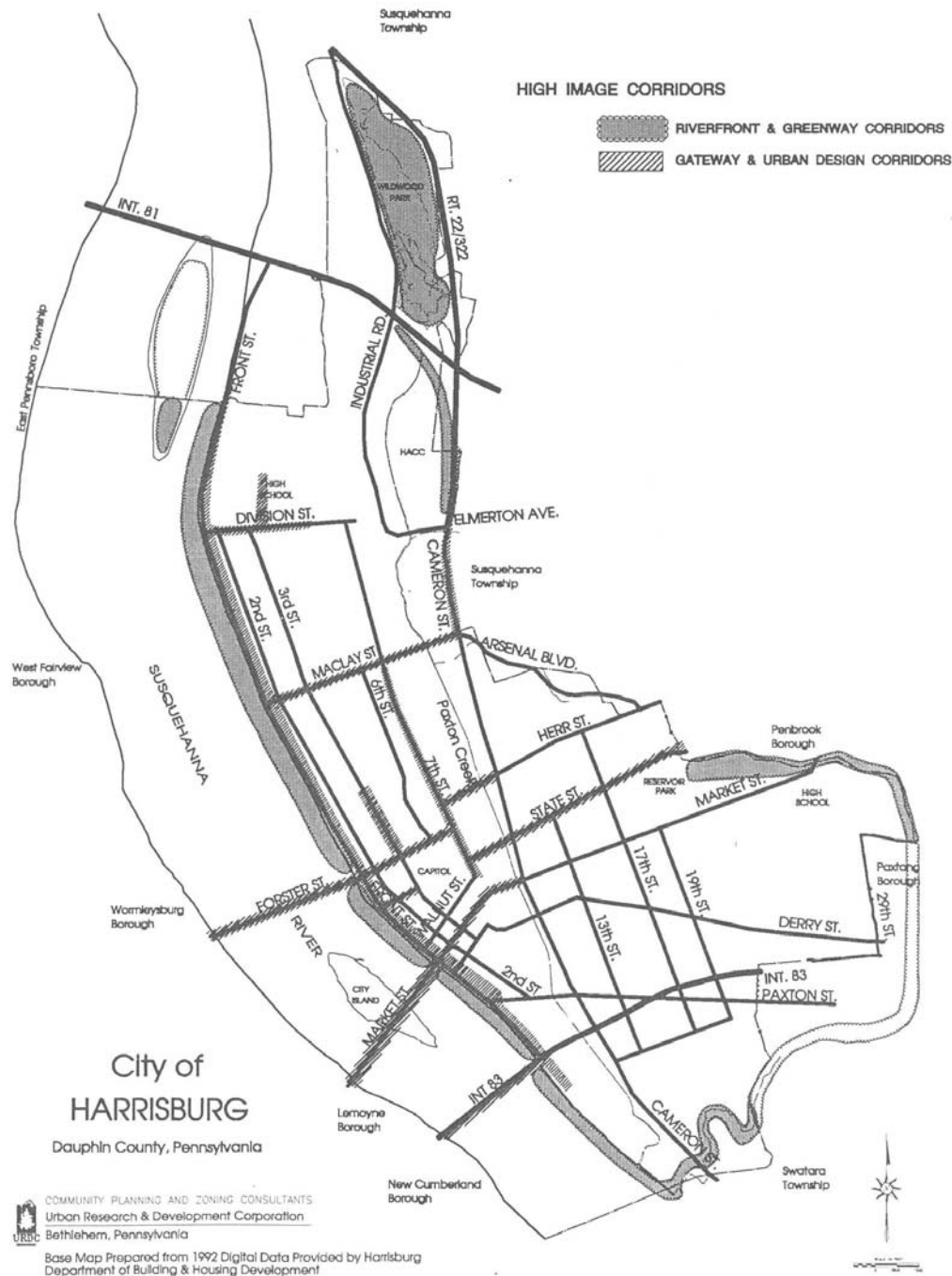
The Susquehanna River is far and above the city's most valuable high image corridor. Riverfront Park, the outstanding river views from other city locations, and the river's exposure from City Island are irreplaceable and should be guarded and nurtured forever. The Riverfront Park is the cornerstone of Harrisburg's Capital Area Greenbelt that includes a network of other greenway corridors and missing links that need to be completed to form a greenbelt that encircles the City of Harrisburg. Other greenway corridors may consist of undevelopable natural areas or heavily landscaped buffer areas to screen unattractive views and enhance major entrances and trafficways of the city.

Major gateway entrances to the city and trafficways through the city create bold statements of Harrisburg's character and quality. Some of these corridors such as Front Street are already handsome and need protection. Other strategically located corridors such as State, Market, Forster and Division are understated and will undergo dramatic treatment. North Cameron, Maclay, the west end of Herr and Seventh Street all should be subject to comprehensive corridor development or redevelopment land use planning and total streetscape design schemes to establish and transform their image liabilities into major city assets. Preservation of Capitol Dome and total Capital Center skyline views from the Forster Street, Market Street and I-83 bridges is an equally important part of the city's appeal to the multitudes entering Harrisburg from the west.

Transportation Planning

The Plan assumes the continuation and maintenance of present streets, highways and interchanges with no major changes in traffic circulation. The Plan assumes that present and approved center city parking structures will exist and that any additional parking structures that would replace existing buildings or occupy valuable development sites will be subject to considerable evaluation as to need and implications.

The concept of regional light rail passenger service using present railroad rights-of-way is endorsed in the Plan. This concept would also embody the concepts of



satellite parking within and outside the city. A Capital Center and Entertainment Crossroads shuttle system is also an important part of Harrisburg's future transportation system.

The need, feasibility and recommendations for transportation improvements in accordance with the Concept Plan will be determined in special studies and considered in the transportation plan elements that will be prepared as part of the city's ongoing comprehensive planning process. ❖

2. LAND USE POLICIES

OVERVIEW

The Land Use Plan recommends future arrangements of land uses, types of housing and intensities of development for different areas of the city. It serves as the foundation for a new Zoning Code which will guide the future physical growth of Harrisburg. In general, the intent of the plan recommends policy measures that will strengthen the existing pattern of development. Harrisburg's compactness and mixture of uses is desirable in an age when suburban sprawl and segregated uses force individuals to travel great distances between home, work and leisure, most often by car.

Part 2 of the Land Use Plan presents many land use related policies to consider and follow as daily and longer-term decisions are made by government, interest groups, businesses, citizen groups and individuals. Policies in this Land Use Plan offer overall decision-making guidelines and specific actions in different categories under which many policy directives are listed and explained. Here is a summary of the policy categories and directives:

- ❑ *PROMOTE RESIDENCY WITHIN HARRISBURG*
 - Encourage Home Ownership
 - Promote Harrisburg as a Desirable Place to Live
- ❑ *ELIMINATE BLIGHT*
 - Stop Housing Deterioration Before it is Too Late
 - Make it Easier for Cities to Deal with Neglectful Owners and Landlords
 - Maximize the Impact of Housing Rehabilitation Program Expenditures on an Area
- ❑ *ACKNOWLEDGE & ADDRESS SPECIAL RESIDENTIAL USES & SITUATIONS*
 - Encourage Senior Citizen Housing
 - Control Non-Residential Uses in Residential Areas
 - Provide for Limited Home Occupations
 - Discourage Excessive Group Housing and Social Service Uses
- ❑ *INCREASE THE NUMBER OF PEOPLE USING & PARTICIPATING IN DOWNTOWN HARRISBURG*
 - Expand the City's Role as the Region's Arts and Entertainment Center
 - Promote More Market Rate Housing in the Downtown

- Keep and Increase Government Employees in Capital Center
- ❑ *IMPROVE USER EXPERIENCES & ACCOMMODATIONS IN DOWNTOWN*
 - Provide Sufficient Downtown Parking
 - Emphasize Pedestrian-friendly Streets
 - Control Building Heights Between the Capitol and the River
- ❑ *ATTRACT & START NEW BUSINESSES*
 - Continue Aggressive Employer Recruitment and Promote Business Development
 - Take Advantage of Harrisburg's Enterprise Community and Zone Designations
 - Meet Community and Neighborhood Needs with New Businesses
- ❑ *PROVIDE SITES, INFRASTRUCTURE & FINANCIAL INCENTIVES FOR BUSINESSES*
 - Assemble and Prepare Sites for Quick Use
 - Plan Cameron Street Corridor Development for Safe, Efficient Traffic Flow
 - Consider Use of Various Financing
- ❑ *STREAMLINE REGULATIONS & APPROVALS TO FACILITATE BUSINESS INVESTMENT*
 - Continue Administrative Improvements
 - Use Realistic Development Regulations
- ❑ *ENHANCE HARRISBURG'S AESTHETIC APPEAL THROUGH URBAN DESIGN INITIATIVES*
 - Create More Attractive Entryways
 - Protect and Enhance Special Corridors and Viewsheds
 - Enhance Development Through Sensitive Design, Site Planning and Landscaping
 - Use Reasonable Regulations and Incentives to Achieve Better Design
- ❑ *PRESERVE HARRISBURG'S RICH HISTORY*
 - Retain and Respect Existing Historic Districts
 - Conserve the Scale and Character of Historic Neighborhoods
- ❑ *PREVENT CRIME THROUGH STRATEGIC DESIGN*
- ❑ *CONTINUE & INCREASE PARK, RECREATION & OPEN SPACE OPPORTUNITIES*
 - Continue and Improve High Quality Parks and Recreation Programs
 - Prevent Recreational Use Conflicts on the Susquehanna River
 - Continue and Enhance the Greenbelt

- ❑ *RECOGNIZE HARRISBURG AS A MAJOR EDUCATION CENTER*
 - Continue to Support Public School System Improvements
 - Promote and Expand Higher Education Opportunities
 - Accommodate Institutional Space Needs Without Tax Exempt Property Increases
- ❑ *EMPHASIZE UTILITIES & PUBLIC SAFETY*
 - Continue to Make Public Safety a High Priority
 - Continue to Upgrade Utilities
- ❑ *REDUCE TRAFFIC INTERFERENCE & CONGESTION IN NEIGHBORHOODS & CENTER CITY*
 - Reduce Traffic and Traffic Impacts in Neighborhoods
 - Reduce Traffic on North 2nd Street
 - Reduce Traffic Congestion in Center City
- ❑ *MAKE PUBLIC TRANSPORTATION A VIABLE ALTERNATIVE TO THE AUTOMOBILE*
 - Promote Convenience of Public Transit Access
 - Encourage Employers to Subsidize Employee Use of Transit
 - Continue to Plan for Regional Commuter Rail Services
 - Improve Public Transportation Connections Outside the Region
- ❑ *MINIMIZE PROPERTY LOSS AND DAMAGE DUE TO FLOODING*
- ❑ *COORDINATE PLANNING AT THE REGIONAL LEVEL*

A NEW PLANNING AND ZONING CODE

This document contains policies for preservation, new development and redevelopment of the city. Two of the most important means of implementing these land use policies are the city's Zoning Ordinance and Subdivision and Land Development Ordinance (SALDO). The Zoning Ordinance mainly addresses the use of land and buildings and the location, density and height of buildings. The Historic District regulations and Floodplain Policies are within the Zoning Ordinance. The SALDO mainly addresses the creation of new lots, larger developments of buildings, and improvements required as part of developments (such as streets and curbs).

Adopt a New Zoning Ordinance and Zoning Map

Throughout Part 2, the Land Use Plan identifies new land use categories for the City. Those categories should translate into new zoning districts and related policies. In order to move away from outdated land use regulations, the City should adopt a new Zoning Ordinance to include a new Zoning Map based upon this Land Use Plan. Compared to the city's current Zoning Ordinance, the new Zoning Ordinance should be more clearly written, easier-to-administer and easier for the public to use. These adjustments will reduce delays in the approval process, and help make the Ordinance less subject to legal challenge. The following major objectives should guide the new Zoning Ordinance:

- protect and stabilize residential neighborhoods and prevent nuisances and hazards,
- encourage types of housing that are most likely to involve home ownership,
- encourage new business development and expansion, building reuse, redevelopment of land and mixes of uses by streamlining requirements and procedures,
- encourage types of businesses needed to serve local residents within neighborhood commercial areas,
- write all regulations as narrowly as practical to accomplish the objective without causing unintended consequences on desirable types of development,
- update the zoning districts to address the many uses that were not common when the Ordinance was originally written,
- reduce the current 33 zoning districts by approximately one-half to make the Ordinance easier to understand and use,
- reduce the need for special exception approval and zoning variances on routine matters, thus reducing the workload of the Zoning Hearing Board and streamlining the approval process for applicants,
- encourage high quality site design through bonuses and incentives,
- promote the preservation, restoration and appropriate reuse of historic buildings, while being realistic about economic feasibility, and
- update the Zoning Ordinance to reflect all changes that have occurred in State and Federal law and related court decisions since the Ordinance was originally written.

FLOODPLAIN AREAS

The City regularly undertakes a “Floodplain Management Plan” to help educate the public about how to minimize property loss and damage due to floods. Regulations on flood-prone areas or “floodplains” should continue to function as “overlay” provisions to existing zoning districts. The city is required under Federal and State regulations to restrict development within areas expected to flood during the worst storm forecast to occur during an average 100-year period. The primary flood-prone areas are along large portions of Cameron and Front Streets in addition to the Susquehanna riverfront and islands.

The city should investigate methods to meet Federal and State requirements for flood-prone areas while allowing desirable types of development under strict standards of location, design and engineering. For example, in the 1980s, the Army Corps of Engineers analyzed several buildings along Cameron Street to recommend ways the buildings could be improved to reduce vulnerability of the businesses to flooding. One method is reflected by many recent developments in flood-prone areas where buildings are elevated above ground level parking. Ultimately, the city should work with developers to make sure that buildings comply with floodplain requirements and are attractively designed.

RESIDENTIAL AREAS

**Promote city
residency.**

Eliminate blight.

**Serve special
residential
populations
carefully.**

Designated residential land use areas and related policies are intended to preserve and protect the condition and character of existing quality residences. The residential plan also promotes the upgrading of declining areas and encourages new residential development opportunities in sections of the city in need of housing replacement. The residential plan essentially keeps the housing densities similar to existing development. Slight density increases are recommended in some new residential or mixed-use areas. More residential uses are encouraged in and near Center City. This residential plan encourages more market priced housing. The pursuit and realization of the residential land use policies will strengthen Harrisburg as:

- *A city that celebrates urban living by offering choices of housing types and neighborhoods for many different types of households.*
- *A city of memorable, stable neighborhoods that have their own unique qualities.*
- *A city with excellent services to its neighborhoods to stimulate neighborhood preservation and positive changes.*

The five residential land use categories are described here, with some examples of their locations. Medium Low, Medium and High Density areas may provide for limited types of small retail and service businesses intended to offer local services within spaces that historically were used for commercial storefronts. New intense uses such as bars, beer distributors or uses with late-night operations are not included in residential areas.

Low Density Residential Areas - The Low-Density category includes areas of primarily single family detached housing in which non-residential uses are carefully controlled. Residential development will average four to seven homes per acre, excluding streets. The Bellevue Park neighborhood is in the Low-Density category.

Medium Density Residential Areas - Medium Density areas provide opportunities for neighborhoods with a range of housing types. As a general term, “medium density” describes the majority of Harrisburg’s residential areas. Neighborhoods of single family detached housing, twin homes and rowhouses are classified as medium density, with each dwelling unit on its own lot. Conversions of homes into more units and the development of high-rise apartments are discouraged. Non-residential uses are carefully controlled to make sure they are compatible with residences. Medium density areas are intended to average anywhere from eight to 25 homes per acre, excluding streets. Most of the residential areas in Midtown and

Uptown as well as South Allison Hill, Wilson Park, Melrose Gardens and Shreinerstown neighborhoods fall into the Medium Low Density category.

High Density Residential Areas - The High-Density category provides opportunities for a full range of housing. Some mixed uses and separate non-residential uses are possible, but only when non-residential uses are compatible with residences. High Density areas are intended to average over 25 homes per acre, excluding streets. Areas along the north side of Market Street near Briarcliff Drive, and other areas occupied by existing mid-rise or high-rise apartments are examples of the High-Density category.

Residential/Light Business Areas - This category is similar to the Medium Low Density Residential category, except for offices, day care centers, personal care centers, nursing homes, funeral homes and small specialty retail stores. Uses that are incompatible with residential neighborhoods are excluded. Examples of Residential/Light Business areas are portions of Central Allison Hill and along the west side of Fourth Street between Calder and Muench Streets in the Uptown section of the city. North Second Street has numerous professional office uses along its length, due mainly to the high volume of traffic. As plans move towards reducing traffic on North Second (discussed later under the heading of Land Use and Transportation), new principal office uses on North Second Street should be discouraged north of Forster Street.

Promoting Residency Within Harrisburg

The city currently has an aggressive policy and accompanying programs to encourage private investment in housing rehabilitation. Low-interest loans assist private rehabilitation efforts and the city has acquired many deteriorated homes, which have been rehabilitated and resold by the city. Concurrently, the city has made expenditures to demolish housing not suitable for rehabilitation; housing that was allowed to deteriorate during the 1970s. Home ownership is a key to stabilizing and reinvigorating Harrisburg's residential population.

Encourage Home Ownership –The City discourages the conversion of single-family homes into additional dwelling units or commercial uses in most areas of the city. This policy helps stabilize neighborhoods, avoid overcrowding, prevent parking shortages and encourage home ownership. Home ownership will be further encouraged in most areas of the city by having "one home on one lot." Side-by-side twin homes with each home on its own lot are more likely to be owner-occupied than if one housing unit is located above a second unit. Likewise, rowhouses and townhouses with each housing unit on its own lot are encouraged as opposed to apartment buildings. Although the initial intent of a developer may be to rent units, the units may become owner-occupied in the future if each unit is on its own lot.

Many households that rent can afford the monthly costs of home ownership if they could afford the initial closing costs and/or if they could improve their credit rating. Continued efforts are necessary by community organizations to work with persons to improve their credit rating, and with financial institutions to provide programs to reduce equity requirements and closing costs. Also, the State should be encouraged

to consider rebating the one percent State realty transfer tax on owner-occupied single-family homes with a sales price of less than \$65,000 within Enterprise Zones; an action which would reduce the amount of cash persons need to purchase a home.

The city needs to balance public pressures. Any additional low-cost rental housing should be matched or exceeded by more new owner-occupied housing. Certain public housing units should be converted to market rate rental or owner-occupied residences to help stabilize neighborhoods.

Promote Harrisburg as A Desirable Place to Live - Marketing and educational efforts that encourage city residency should be directed towards area realtors, State employees, employers, other information offices and prospective city residents. Although other sources of city real estate tax rates are higher than nearby municipalities, the relatively lower housing costs may justify the purchase of a city housing unit. The city also needs to make prospective homebuyers aware of any net savings that may result from living in the city, such as lower garbage fees or savings in the costs of owning a second or third car.

An aggressive program should be mounted for marketing city living, including existing and new financing programs to purchase and rehabilitate housing, such as the Mortgage Tax Credit program.

Attract New or Rehabilitate Market Rate Housing - The development of moderately-priced townhouses is encouraged on individual or condominium lots and at densities averaging 20 homes per acre. This type of development makes good use of limited land, encourages home ownership, and blends well with the traditional urban fabric of the city.

Improve Neighborhood Quality of Life - "Quality of life" includes such neighborhood features as parks and recreation, safety, street trees, cleanliness, shopping availability, nearby eating and drinking places, historic preservation, noise control and parking. These quality of life issues are important to keep existing residents, attract new businesses, attract new residents, and serve more customers. Facilities and services conveniently meet neighborhood resident needs through nearby quality schools, recreation areas and park and streetscape amenities are necessary to attract more neighborhood investment and home ownership.

Eliminating Blight

Stop Housing Deterioration Before It Is Too Late - The City is aggressive in controlling severe housing deterioration. For example, regular inspections of all residential rental units began in 1996. This is an effort that should be continued. Physical deterioration of housing and other buildings can be cancerous. One problem property can discourage investment in an entire block. Most people avoid purchase of a house in a block where one or several houses are abandoned or severely deteriorated. Blighted properties also present health and safety hazards and are often harbingers of crime.

Strict code enforcement is the first line of defense against the spread of blight. Property maintenance is the most cost-effective strategy. One dollar of maintenance

and modest rehabilitation now can avoid many dollars of future cost for acquisition, major rehabilitation, relocation, demolition and/or rebuilding. The costs of demolition can be many times higher than the market value of the resulting vacant lot, thus an unattractive "negative" property value; the seeds of abandonment and neglect. Under these conditions, properties are uneconomical to rehabilitate without the assistance of large public subsidies. Properties should not be permitted to seriously deteriorate beyond the point of cost-effective rehabilitation.

Problem properties are often acquired through tax sales without any assurance the houses will be rehabilitated. A system should be introduced to require purchasers of tax sale properties to demonstrate that they have at least basic resources available to bring the acquired properties into compliance with codes within a reasonable period of time.

Make it Easier for Cities to Deal with Neglectful Owners and Landlords - The City of Harrisburg and other Pennsylvania cities should work with State government to reform State laws affecting the spread of blight. Some efforts would also require county action.

In recent years, largely due to the leadership of the City of Harrisburg and other Pennsylvania cities, numerous reforms have been adopted. 1998 Amendments to the Third Class City Code allow for the following:

- A 15-day window for municipalities to petition a court of common pleas to prohibit the transfer of any deed for property within the municipality exposed to a tax claim sale.
- Prohibition of current owners from purchasing their own property from a tax claim bureau's repository for unsold property.
- Imposition of fines up to \$1,000 for the first two building, housing, property maintenance, fire prevention, electrical or plumbing code violations of the same codes subsection.
- Establishes the crime of Municipal Housing Code Avoidance which grades the offense as a second degree misdemeanor when based upon a fourth conviction and a first degree misdemeanor when the underlying offense is a fifth or more conviction.

Even with these accomplishments, there are further enhancements that will help in the fight against severe property neglect:

- Make it easier for municipalities to enforce property code violations against out-of-state property-owners. Fortunately, Harrisburg already requires that every (out-of-state) owner of a rental property appoint a local agent who is responsible to ensure the property's compliance with the city codes.
- Provide a streamlined process to have the city, School District and County reduce or waive tax liens on blighted properties where such liens will make it financially impossible for a responsible new owner to rehabilitate the property.
- Require that purchasers of tax-delinquent properties agree to make basic improvements within a specified period of time.

- Once a mortgage company or bank forecloses on a property, allow that company or bank to be held legally responsible for its proper maintenance and to make sure the property is kept secure.
- Provide a much quicker and less expensive process for public acquisition of blighted properties, so they can be: a) rehabilitated or demolished by the municipality or b) quickly resold to a responsible organization or person who commits to make improvements within a certain period of time.
- Establish a clear method of identifying the persons responsible when ownership is hidden through several different layers of corporations.
- Provide adjacent property owners with a private right of action to enforce serious violations of local property codes.
- Provide a more effective mechanism for collecting fines and costs from property code enforcement actions.
- Make sure that State and city regulations on lead paint and asbestos removal are flexible enough to still make it economical to rehabilitate buildings.
- Consider easing certain State regulations on the disposal of demolition debris, to reduce the cost of demolition.

Maximize the Impact of Housing Rehabilitation Program Expenditures on an Area - State government funds are insufficient to assist in rehabilitating all buildings needing attention. Public rehabilitation funds should be directed to areas of the city where they will have the greatest chance of effecting corresponding private expenditures on rehabilitation in the same area. Rehab expenditures should be concentrated in salvageable areas or directed to specific properties in areas targeted to arrest blight that is just beginning. The city can often realize the best return on its investment in transitional areas. The intent is also to prevent the spread of blight into new areas, and to make sure that blocks that "could go either way" are pushed in the direction of improvement.

Harrisburg has already been targeting many improvements to the "Capital Corridors," which include many of the major streets in the city, such as Derry and Market Streets. By concentrating on improving the problem properties in the most visible locations, the city may experience the best return on its investment of limited funds.

Acknowledging and Treating Special Residential Situations

Encourage Senior Citizen Housing - The City should permit increased density and lower parking requirements for developments permanently restricted to senior citizens and the physically handicapped. These households typically include lower numbers of residents and fewer vehicles. Additional senior citizen housing will relieve more older persons of the physical and financial burden of maintaining large homes, while increasing residency.

Control Non-Residential Uses in Residential Areas - Non-residential uses should be controlled in neighborhoods to avoid significant nuisances and hazards. Common types of light business uses that are appropriate near homes should be

distinguished from heavier businesses that need to be separated. Small non-intense business uses offering everyday goods and services are often desirable within a convenient walking distance of homes, when properly operated. Commercial uses in residential districts should be limited in hours of operation, and should be properly controlled in regards to waste disposal, odors, glare, signs and storage of hazardous materials.

Provide for Limited Home Occupations - Home occupations are small businesses operated as an accessory to a home, and that primarily employ a resident of that home. Home occupations should be allowed in most areas, but with careful limits and conditions. Many uses approved as home occupations have become illegal principal commercial uses in residential districts. These problems can be avoided or limited if permits for a home occupation must be renewed every three years. The operator would have to show that they are still meeting all of the conditions for a home occupation, including living on the property.

Discourage Excessive Group Housing and Social Service Uses - Group homes usually involve supervised care for persons with mental retardation ("developmentally disabled"), physically handicapped and the mentally ill. Other types of group housing include abused women's shelters, hospices for persons with advanced AIDS, homeless shelters, criminal halfway houses, and drug and alcohol rehabilitation centers.

A highly disproportionate share of the region's subsidized housing, group homes, homeless shelters, drug and alcohol abuse treatment centers, and similar social service uses are located within Harrisburg.

The Fair Housing Act Amendments of 1989 and the Americans With Disabilities Act (ADA) of 1991, together with the 1995 U.S. Supreme Court case of *Edmunds v. Oxford House*, prohibit many types of municipal regulations regarding housing for persons with "disabilities." As a result, the city has only limited ability to use its zoning regulations to control the location of many types of "group housing." Other types of housing, such as criminal halfway houses, are not protected under these Federal laws and therefore can be restricted.

Although Federal law restrict the city's ability to control the locations of many types of social service uses, planning bodies and responsible agencies should attempt to plan group homes and social service uses in a manner which avoids overly concentrated areas such as Harrisburg within the Region. Similar practices should apply to such concentrations occurring in certain city neighborhoods.

All municipalities in the region should fully comply with those Federal laws. County Government should encourage a reasonable dispersion of social services uses when the County approves the funding for these uses. Similarly, the boards of major human service agencies should be encouraged to adopt a policy of dispersing uses throughout the region.

DOWNTOWN HARRISBURG

Increase downtown activity.

Continue improving the variety of experiences and accommodations in Center City Harrisburg.

The Land Use Plan and specific land use policies place a high level of emphasis on Downtown Harrisburg as the critical area that determines the city's destiny. Downtown - - or Center City Harrisburg as some call it - - epitomizes the elements of diversity, choice and opportunity that make cities and regions lively and prosperous. By encompassing a Central Business District (primarily office uses), the State government Capitol Center, Market Square and Restaurant Row, Strawberry Square and various other consumer retail and service nodes, historic districts and modern housing alternatives, it is an area that many residents and non-residents think of first when they think of the city.

This element of the plan recognizes the importance of carefully making the best use of areas near Downtown to complement existing uses and to create new development and investment opportunities in the center of Harrisburg. These new areas include major approaches, or gateways, to the Downtown. By taking advantage of key gateway areas (specifically along North Seventh Street above the state government facilities and east South Second Street towards I-83) the amount of high-value Center City land can expand without negatively affecting existing residential areas like Midtown or Shipoke.

Downtown land use policies are intended to secure and expand the positive features that will make Harrisburg a thriving city of the future. The Plan recognizes that the heart of central Harrisburg is a Center City area that concentrates activities and creates strong interrelationships between land uses and people. Ultimately, the policies of this section when combined with the concepts recommended in the previous section of this report and will strengthen Harrisburg as:

- *A showcase city - as one of the most outstanding state capitals in the nation.*
- *The hub of activity within the Capital Region - providing the Region with a clear and positive identity.*
- *The office, governmental, cultural, artistic, sports and entertainment center of the Region.*
- *A destination point for visitors - known for its heritage, hospitality, special events and many points of interest.*
- *A unique and user-friendly urban center in which people choose to reside, work and play.*
- *A vital place with round-the-clock activity.*

Downtown Harrisburg has fortunately retained a strong urban fabric and active streetscapes, unlike many other downtowns that have intrusions of large surface parking lots and highway construction. This Plan recommends the following land use categories within the Downtown and the adjacent areas that serve as its "gateways:"

Downtown Center - This area is a mix of retail, office, service, entertainment, governmental, institutional and residential uses. Success as the regional activity center depends on strong activity concentrations and functional, attractive pedestrian

access between them. Frontages on the main streets should be oriented to the interests and human scale of pedestrians. Auto-related uses that interrupt the streetscape, such as auto repair shops, service stations and drive-in restaurants, should be avoided. Buildings of up to approximately 15 stories should be allowed without special conditions. Taller buildings of 16 or more stories should be encouraged, but subject to certain conditions. A system of bonuses can be provided in return for features and improvements such as a public plaza, rehabilitating facades of historic buildings or installing fountains and other amenities for public access and enjoyment. This category includes the core of Downtown centering on Market Street between Walnut and Mulberry.

Downtown Limited - This category is essentially the same as the Downtown Center category, except for a limited building height of approximately 130 feet to encourage historic preservation, promote an urban scale of development and retain important views of the Capitol dome. Critical attention is placed on protection of Capitol dome views from bridges crossing the Susquehanna River. Business areas along 2nd and 3rd Streets between Forster and Locust Streets are examples of the Center City Limited category.

Downtown Gateway - The traditional urban character of Downtown is extended by the Downtown Gateway areas for new development and redevelopment opportunities along North 7th Street and towards the intersection of Cameron and Market Streets. These areas are among the most important entryways to the center of the city, as well as prime locations for reinvestment and redesign. The Downtown Gateway land use category provides similar uses as those permitted in the Downtown Center category, including high-rise offices, high-rise apartments and parking structures. Most of 7th Street north of the Downtown, and lands between the railroad, Cameron Street and the State and Mulberry Street bridges are in the Downtown Gateway category.

The Downtown Gateway area is critical to Harrisburg's future success because the number of new development sites within the core of Downtown is limited. Great opportunities exist for more offices and related businesses within the "Downtown Gateway" areas along the 6th and 7th Street corridors north of Forster Street. Plans are being made to widen 7th Street between Maclay and Reily Streets. To the east of Downtown, between the railroad tracks and Market Street, the Paxton Commons area has great potential for entertainment uses, outlet stores and related commercial uses, anchored by a new micro-brewery. (Long-range plans focus on utilizing the existing U.S. Postal Service site north of the Mulberry Street Bridge and east of the railroad tracks for a multi-purpose educational facility.)

Finally, on the southern side of Downtown, the wedge of land below Chestnut Street, east of South 2nd Street and north of I-83 is also to be classified as a gateway area. In concept, northern, southern and eastern gateway districts will provide for formal downtown entries via careful land-use planning the way Riverfront Park and the Market Street Bridge establish a formal, landscaped entry from the west.

Increasing the Number of People Using and Participating in the Downtown

Expand the City's Role as the Region's Arts and Entertainment Center - The Harristown Development Corporation, a non-profit public-private development partnership, is completing plans to strengthen the core of Center City. These plans recognize Downtown's traditional office and related retail role and the plans are emphatic about Downtown's role as the cultural, artistic and entertainment and hospitality center for all of South-central Pennsylvania.

Public and private sector interests of all types and in both the city and the remainder of the region should become active proponents of Central Harrisburg's cultural and entertainment renaissance.

Promote More Market Rate Housing in the Downtown - Market-rate housing is needed within Downtown Harrisburg and within a short walking or public transit distance from adjacent areas. This housing will a) encourage area employees to purchase affordable homes within Harrisburg, b) minimize rush hour traffic and parking shortages by allowing more persons to walk or bicycle to work, c) provide customers for nearby services and stores, d) increase evening and weekend activity, and e) provide a suitable reuse of underutilized upper-stories of older buildings, such as along 3rd Street in the Midtown Market Area. Although rental housing may be prominent, most new apartments should be established with condominium ownership to encourage stability and greater sense of commitment and residential property value enhancement the Downtown.

Keep and Increase Government Employees in the Downtown - Coordinated efforts are needed between the city and County, State and Federal government agencies to maximize the number of employees and agencies located within the Downtown Center or the Gateway areas. In 1996, the Federal Government strengthened its standards requiring that Federal agencies give first preference to urban locations. The Commonwealth of Pennsylvania should be urged to establish a similar policy. At a minimum, State government agencies should follow a policy of strong commitment to Downtown Harrisburg when making decisions about expansion, consolidation, relocation and the planning and construction of parking and other support facilities.

Improving User Experiences and Accommodations Downtown

Provide Sufficient Downtown Parking - It is a challenge to provide sufficient parking to support downtown activities, while maintaining reasonable parking rates, avoiding excessive financial risk in bond issues, and avoiding the demolition of important historic buildings. A realistic balance is needed between the provision of parking and the encouragement of more public transit use.

Downtown parking is both a public sector and a private sector responsibility. In Harrisburg, it is also a responsibility of State government. Adjustments to management and use of existing public parking garages, the construction of parking as part

of private multiple buildings and the furtherance of satellite parking and public transit improvements must all be part of the equation for meeting future Downtown parking needs.

As of this time (late 2002), the city's current zoning ordinance requires uses within Downtown to "provide" parking. Harrisburg is unusual in that it requires developers of new buildings in the Downtown or persons intensifying use of existing space to show that adequate parking is being provided. This requirement is problematic and needs to be scrutinized. Many cities exempt downtown uses from parking requirements because of the availability of or responsibility for public parking. Emphasis on mass transit, the small size of most surface lots on private properties, and the desire to maximize the amount of use in existing buildings and the development of limited land are other reasons for on-site parking exemptions. Certain incentives could be offered to decrease parking requirements, such as reduced parking if the building owner subsidizes the costs of public transit for workers in the building.

Emphasize Pedestrian-Friendly Streets - Streets, sidewalks, building facades, landscaping, signage and special places of interest together make up the "pedestrian atmosphere" in the Downtown. Policies regarding location, function and attractive uses of these streetscape features are among the most important policies carrying Harrisburg into the 21st Century.

Efforts should continue and accelerate toward a detailed Downtown plan with inter-related individual projects planned and designed with people's safety, sense of aesthetics, comfort and ease of movement around Center City in mind.

Many portions of Downtown Harrisburg are pedestrian-friendly, but pedestrian connections need to be improved in several locations, such as at Forster and 3rd Streets to encourage Center City workers to visit the Midtown Market area, and through the Market Street Subway to provide a more inviting connection between Center City and the new Paxton Commons development. Additional "streetscape" recommendations are included in the "Historic Preservation and Urban Design" section.

Outdoor cafes should be encouraged where sufficient space exists along sidewalks. In recent months, outdoor cafes have enlivened Restaurant Row, but too much of a good thing has led to congestion in some instances. The City should consider options for widening sidewalks through removal of on-street parking, if only during peak outdoor seating hours. The sidewalk widths on Market Street in and around Whitaker Center and Strawberry Square Phase II are ideal for outdoor seating and safe pedestrian circulation. More businesses with outdoor seating should be encouraged through these blocks of Downtown.

Control Building Heights Between the Capitol and the River - The heights of buildings between the Capitol and the River should be carefully controlled to retain the traditional human scale of the area, to preserve historic buildings and their setting and retain outstanding views of the Capitol dome from the main Susquehanna River bridges. Where views no longer exist, heights do not need to be restored.

COMMERCIAL AND INDUSTRIAL AREAS

Attract and promote new businesses.

Provide sites, infrastructure, and incentives.

Streamline regulations and approvals.

The Plan recommends a diversity of generally commercial and industrial areas and promotes considerable flexibility in the types and relationships of business uses within them. The Plan recognizes the importance of retaining and strengthening older industrial areas by encouraging reuse of old buildings and the infilling of new development in these areas which are already well-served with good vehicular access utilities and frequently with railroad service.

The Plan promotes the revitalization of older, yet well-located, neighborhood commercial areas, preferably as multi-purpose neighborhood service centers as described in the concepts section of this report. The Plan also recognizes the limited vacant space currently available for large industrial development sites and therefore places considerable emphasis on the retention and expansion of existing businesses, and the attraction of new small to mid-sized light industrial firms to the City.

Combined with the preceding land use policies for residential areas and the Downtown, the Plan and policies for commercial and industrial development will strengthen Harrisburg as:

- *A city with a diverse and healthy tax base with increasing property values and decreasing amounts of tax exempt property.*
- *A city with its older underused business areas being actively redeveloped and reused for new and expanded businesses.*
- *A modern employment center for traditional and emerging types of new businesses, including manufacturers, research and technology firms and service companies.*
- *A city that captures the spending power of persons who live and work within the city by offering wide ranges of goods and services in a convenient manner.*

The following land use categories are recommended for commercial and industrial areas (other than areas of Central Harrisburg which are described in the previous section):

Neighborhood Commercial Areas - A mix of retail, entertainment, office, service and public/semi-public uses is encouraged in these select areas primarily intended to serve surrounding neighborhoods. Within these areas, the same types of housing should be encouraged as in Medium Density Residential areas. These areas should primarily be low-profile with maximum building heights of approximately 50 feet established to encourage historic preservation and promote a Harrisburg neighborhood scale of development. Neighborhood Commercial areas should be oriented to pedestrian traffic and local activities. Intense auto-related uses, such as auto repair, auto sales, gasoline stations and car washes should be avoided. Drive-thru uses could be appropriate in certain cases if they do not disrupt the streetscape character or cause pedestrian safety hazards. This category includes the Broad Street Market and North 3rd Street areas between Forster and Harris Streets, the area around 13th and Derry and Market Streets, and sites along 6th Street between Schuylkill and Radnor Streets.

General Commercial Areas - A wide range of commercial uses, including auto-related uses and shopping centers, are contained within the General Commercial category. Greater heights (heights up to 15 stories) may be in locations building away from low-rise housing. Conversions of existing buildings into apartments are part of this category which covers most commercial areas along Paxton Street and 29th Street and selected locations along Derry Street from 17th to 21st and along North 6th Street near Maclay.

Light Industrial/Commercial Areas - Most types of industries (except for heavy industries), office, warehousing and wholesale sales uses are included in this category. Heavy industrial uses will most likely cause conflicts with neighboring uses and should be in these areas. This Light Industrial/ Commercial category also provides for a range of commercial uses that may respond to diverse market opportunities for underused lands and buildings. New housing should be precluded, except in rare cases where buildings with previous residential use or new residential use potential are adjacent to residential areas. Light Industrial/Commercial areas are prominent along the Cameron Street corridor and the majority of non-residential locations immediately along I-83.

Heavy Industrial/Commercial Areas - This category is similar to the Light Industrial/Commercial category but it provides for a broader range of industrial uses to meet the city's legal obligations and some potential manufacturing employment opportunities. Generally, every Pennsylvania municipality is legally required to provide opportunities in at least one section of the community for all "legitimate" land uses. The Heavy Industrial/Commercial area in this Land Use Plan provides for the most intense uses such as trash transfer stations. These types of uses should only be permitted with strict controls including substantial setbacks from most other uses and appropriate performance standards. Heavy Industrial/Commercial sites include the city's Public Works Complex in the south end and the Lucknow Industrial Park in the north end.

Planned Mixed Use Development - This category encourages new development of the Commonwealth Riverfront Office Center in South Harrisburg that combines quality design, common open spaces (including an extension of Riverfront Park), shared parking and a mix of uses within a well-coordinated master plan. New development should take full advantage of the Susquehanna riverfront. The Commonwealth Riverfront office Center represents the last large undeveloped property with clear views of the River.

Inhabitants and/or employees will be able to work, live and enjoy recreation on the same areas of land, with excellent public transit links to Downtown. A unified mixed-use development could contain a balance of office, research, light industrial, retail, recreation, entertainment, and various residential uses including high-rise apartments or condominiums. Zoning incentives such as reduced parking requirements and a higher maximum ratio of floor area to lot area should be explored to encourage high quality mixed use development. A high-quality business complex without residential uses should not be precluded.

The Planned Mixed Use Development uses and development guidelines could also be applied to the redevelopment of the Sixth/ Seventh Street corridor with the proper assembly of land parcels.

Special Planned Development Areas - Very sensitive, perhaps unique, areas necessitate well-designed reuse, expansion and infill treatment with urban design and historic preservation as top priority. Signs should be strictly controlled and parking precluded or minimized in front yards. Most of the land along Front Street and the Polyclinic Hospital area is included in Special Planned Development. Expansions of uses and additional parking between Front and 2nd should be avoided or subject to strict standards so that the character of both Front and North Second Streets are maintained.

Attracting & Home-Growing New Businesses

Harrisburg, as the economic hub of the region has even more potential for employer attraction and retention in a manner that balances this region's offerings for diversified economic development. The Mayor's Office of Economic Development (MOED), the Capital Region Economic Development Corporation (CREDC), the Harrisburg Regional Chamber, the Harrisburg Redevelopment Authority and others have been aggressive and successful with economic development programs. New businesses have been attracted and existing ones retained and expanded through a partnership approach to economic development.

Continue Aggressive Employer Recruitment and Promote More Small Business Development - Many new jobs are created through new "micro-enterprises" involving only a few employees. Harrisburg has a strong base for new entrepreneurship opportunities, and should continue and increase the emphasis on small business development. Business incubator buildings and the accommodation of certain, well-controlled home occupations will grow small businesses that could become much larger and stay in the city.

Take Advantage of Harrisburg's Enterprise Community and Zone Designations – A large portion of the city's commercially used land is within a State Enterprise Zone that offers certain benefits, such as a lower interest rate in State "PIDA" loans, grants that are competitive across the State, a State net corporate income tax credit for investments, and preference in other State grant programs. In a highly competitive program, much of the city has also been selected as a Federal "Enterprise Community." This program provides additional Federal funding for certain community-based social programs, housing programs and economic development efforts.

Meet Community & Neighborhood Needs with New Businesses - Opportunities exist for entrepreneurs to establish businesses that meet consumer needs and demands while accomplishing many broader objectives of community and neighborhood land use, housing and economic development. The Concept Plan introduces the "Neighborhood Service Centers" intended to provide convenient access of City residents to a wide range of goods and services. Shopping, personal

services, leisure time opportunities and certain public services would be located within a short walk or drive from residences.

The service center concept embodies various combinations of uses and business activities that would depend upon the location, neighborhood demographics, market demand and objectives of the businesses, organizations and agencies establishing new uses or expanding existing ones. Among prospective businesses are: variety stores; pharmacies; bakeries; deli's; gift shops; florists; barber and beauty shops; dry cleaners; laundries; tailors; seamstress shop; child and elder day care; and small appliance, shoe and other repair shops. Food markets and convenience stores are prominent anchors of community and neighborhood commercial and service centers.

Marketing packages could be prepared to demonstrate the need, desire and locational opportunities for certain uses. These needs and opportunities can be identified in the preparation of specific neighborhood plans and action programs. The types of financial incentives that may be available (such as the current real estate tax abatement program) should be included.

Providing Sites, Infrastructure & Financial Incentives for Businesses

Assemble & Prepare Sites for Quick Use - "Ready to build" land and "ready to use" building space should be available for businesses that need space within a short period of time. Packaging of properties by assembling multiple parcels, by providing better access and by use of creative financing will make it easier to gain the attention and immediate use of the most successful businesses.

Harrisburg should continue and accelerate its promotion of the city's advantages as a place to invest in business. Relatively low prices, many conveniences and services, an aggressive local governmental and private sector partnership atmosphere, and a contagious cooperative spirit help make Harrisburg business locations some of the best locations and biggest values.

Plan Cameron Street Corridor Development with Safe & Effective Traffic Flow - The Cameron Street Corridor has great potential for retail, wholesale, service and other commercial development, in addition to traditional industrial uses. However, because of the high volumes and speeds of traffic along Cameron, overall traffic flow and access to individual sites must be carefully planned and managed. Shared driveways and interconnected parking lots can minimize access points and reduce traffic safety hazards. Numerous turning movements and their attendant through-traffic delays are only a few of the obstacles that must be overcome through a detailed Cameron corridor land use, development and traffic plan.

Consider Use of Incentives Such as Tax Incremental Financing - The city should remain prepared to use various tax incentives to foster development. Included among those incentives is tax increment financing (TIF) which should be used when feasible to assist in funding development projects and related infrastructure improvements.

(This process is allowed by a State law adopted in 1991. Overall, TIF involves making an "up-front" investment to accommodate a major new development. Bonds are usually issued through an authority to pay for the improvements. Then, the new *additional* real estate tax revenues resulting from the new development over time are committed to make the annual payments on the bonds issued to cover the up-front costs. TIF works best when there is participation by the city, the School District and the County. TIF does not reduce the *existing* tax revenues that were paid to each jurisdiction before the development occurred.

TIFs are typically used to pay for land assembly, building demolition, streets, sidewalks, public parking and other infrastructure costs. However, the State law also allows its use for building construction, financing costs and design costs.

If sufficient new tax revenues are not generated, the city is responsible for payments on the bonds. Therefore, TIF is mainly valuable where there is a developer who is definitely willing to commit to build a large project if infrastructure funding is available. In that case, the city knows in advance how much annual tax revenue will be generated to make the bond payments. Alternatively, TIF can make sense in some other areas without a definite commitment of development if the improvements being funded are types that the city would be willing to fund with tax dollars if new development does not occur.)

Streamlining Regulations and Approvals to Facilitate Business Investment

Continue Administrative Improvements -Development regulations and approval processes must avoid unnecessary impediments that increase the time, irritation and cost to investors, developers and employers. The city has already centralized most permit and inspection operations and a commitment has been made to prepare a new zoning ordinance and amended subdivision and land development ordinance. The following overall administrative policies should be considered:

- continue to prepare easy-to-understand written materials that explain regulations and approval processes to the general public,
- encourage applicants to attend informal meetings with City staffpersons before submitting a detailed application, and encourage applicants to submit informal "sketch" plans before detailed engineering drawings are prepared,
- continue to coordinate reviews by different City staff-persons and boards in a timely manner,
- consider maximum time periods for reviews and approvals,
- coordinate different city inspections and cross-train inspectors, so various inspections can be made on the same visit,
- work with applicants, early in the process, to identify State and Federal permits needed, so that the applicant can apply for those to avoid delays,
- eventually, make the city's codes available through an Internet connection, so that persons can make sure they have the latest amendments and do not have to spend large sums of money purchasing many codes,

- schedule frequent meetings of city boards that need to approve projects or hear appeals, to avoid delays for applicants,
- provide appropriate training to members of city boards so they can make well-informed decisions,
- fast-track applications that have only minor impacts or that need only technical reviews,
- work early in the process to mediate disputes between residents and developers, to avoid lengthy delays and legal expenses, and
- avoid requirements for submission of excessive information and plans.

Use Realistic Development Regulations - The following policies are important in the updating of development regulations to encourage new business development:

Private property-owners should have reasonable flexibility to respond to continually changing demands for different uses and market conditions. Also the reuse of vacant and underused lands and buildings (especially older multi-story industrial buildings) should be a major objective. In general commercial and industrial districts, the Zoning Ordinance should be written to allow many business uses unless there is a good reason not to permit some specific ones. This approach allows the free market to determine the highest and best use of the land.

Multiple uses should be allowed within appropriate buildings to ensure that barriers are not created to incubator, flex-space or mixed business and residential uses. This also allows large buildings and properties to be developed and used more feasibly when the market is not conducive for just one use of the property.

Excessive parking requirements can inhibit the reuse of buildings and encourage the demolition of historic buildings. Parking standards should recognize unique circumstances to encourage desired development and avoid negative consequences.

The Zoning Ordinance should limit requirements for special exception approval by the Zoning Hearing Board to those situations where there are important concerns about how the use would fit into the neighborhood, and which causes a need for the Board to establish additional conditions upon the use.

HISTORIC PRESERVATION AND URBAN DESIGN

The Land Use Plan and policies are devoted to the fact that the past is as important as the future. A land use plan that is sensitive to the past buildings, streets, neighborhoods and image of the city is a plan that recognizes the unique qualities of Harrisburg and builds upon them as advantages for a better future. This Plan is rooted in the history, culture and ambiance of an earlier Harrisburg, while recognizing that the right kind of change is necessary and desirable.

The Plan endorses the concepts of entry and major street corridor enhancements, preservation of outstanding views and the continuation and improvement of neighborhood rehabilitation policies as keys to the attraction of more people to visit,

**Enhance Harrisburg's
appearance through high-
quality urban design.**

**Preserve the City's rich
architectural history .**

**Fight crime through
strategic environmental
design.**

reside and invest in the City of Harrisburg. Historic preservation and outstanding new design of buildings and streetscapes will contribute to Harrisburg's future as:

- *A city that builds upon its riverfront setting by capturing the benefits of river views, waterfront experiences and water-based recreation.*
- *A city that preserves, restores and displays the history, architecture and unique places so prevalent in Harrisburg.*
- *A city that promotes excellence in the design of buildings, developments, streetscapes and public places.*
- *A city that enhances the attractiveness of its entryways and major traffic corridors and protects prominent views of the Capitol Dome.*

Urban Design Corridors - The Land Use Plan Map highlights certain corridors, such as State, Front and Division Streets, where there is a strong desire to enhance the special character of the area. Many of these corridors are major entryways to Harrisburg or to the Downtown. These corridors should be subject to especially high design standards, exceptional landscaping and sensitive and creative site planning.

Enhancing Harrisburg through Urban Design Initiatives

The following are general city-wide urban design guidelines. More specific guidelines should be presented under separate cover for areas of the city.

Create More Attractive Entryways - The attractiveness of certain entranceways (or "gateways") to the city and to the Downtown needs to be improved to present positive first impressions for visitors. Major efforts are needed to improve the attractiveness of the I-83/2nd St. interchange, Cameron Street, and Herr Street from Cameron to 7th Streets.

The Commonwealth should be a partner with the city in improving the appearance of entranceways to the Capitol Complex, such as both approaches along State Street. For example, flags of each Pennsylvania county could fly during warmer months above the State Street Bridge, creating a canopy of color. The view between the River and the Capitol should be reopened with a grass median along State Street - with street trees only along the northern and southern sidewalks of the street.

Protect and Enhance Special Corridors and Viewsheds - Protection of views of the Capitol dome is emphasized in the policies regarding Central Harrisburg. Likewise, special attention should be placed on protecting and enhancing the character of Front Street, the riverfront and intersecting blocks. These areas contain valuable historic, scenic and recreational resources. They also have potential for high-quality office and residential uses seeking or requiring unique physical settings.

The residential character of Second Street and other special corridors form specific streetscapes that need to be preserved and enhanced.

Active street-level uses such as retail stores and restaurants generate pedestrian activity and buildings close to the street provide the urban atmosphere people expect in a center city. The street level frontage of parking garages should be attractive and of human scale to avoid a long, sterile experience for pedestrians and vehicles.

Detailed design features should also be used to provide visual interest. Window displays, awnings and canopies; varying rooflines, architectural details, displays of art, and pedestrian plazas; and all benches, street furniture and sidewalk cafes make streets more satisfying to the pedestrian and the motorist as well. Excessively blank walls and a monolithic scale of construction should be avoided.

Front porches should be encouraged on single and attached housing as well as outdoor seating areas in front of apartment buildings. Porches encourage interaction among neighbors and increase security by encouraging residents to provide oversight of their surroundings. Other human-scaled, street-oriented features include convenient pedestrian and bicycle connections to parks, schools, local shopping and transit stops.

Certain streets should be designated for bicycle use and labeled as "shared road" routes. Bicyclists also need accommodations such as bicycle racks or hooks on parking meter poles for storage and locking.

Enhance Development Through Sensitive Design, Site Planning and Landscaping

- Building designs should be tasteful and respect surrounding architectural styles, building masses and heights. Care should be exercised in treatment of frontages on streets and major pedestrian ways. Attractive materials should be used on exterior of buildings facing a street. Where metal buildings are constructed, at least a majority of the front should be faced with brick or other decorative masonry. Tall buildings over 15 stories should have a decorative sculptured top rather than a flat roof with exposed mechanical equipment. Taller buildings should be designed to prevent excessive blockage of the sun upon sidewalks, parks and residential yards. Where appropriate, the top floors of buildings should be set back to allow some sunlight to the ground level.

Whenever practical, parking should be at the rear or side of a building. Where feasible, parking lots should be placed in less visible locations, instead of at the intersection of two main streets or along a main street.

Parking, garage doors and loading areas should be as obscure as possible from the street. Garages or other parking should be accessed from rear alleys or minor side streets, if possible.

Where parking access from a major street must cross pedestrian traffic, the vehicle entrance/exit should be carefully designed to minimize conflicts and promote safety. Shared driveways should be encouraged among uses to avoid an excessive number of vehicle crossings of sidewalks.

Landscaping should be used to make intense development appear less intense. Landscaping is needed especially to buffer industrial uses, loading docks and parking lots from nearby homes, and to screen views of outdoor storage. Special attention is needed on sites located along major entranceways to the city.

Landscaping should be used to buffer a street from a parking facility. An example of appropriate landscaping includes shrubs of a species likely to not grow beyond three feet in height, with deciduous canopy trees. This type of landscaping provides a clear view into the parking lot from the street at a height between three and seven feet, a feature important for security. Trees in parking areas should be protected from the overhang of vehicles, through curbing, curb stops or setbacks.

Shade trees should be planted along streets so that, over time, an attractive "canopy" effect will occur. Species of trees selected should prevent future damage to sidewalks and utilities, and should be resistant to disease.

Use Reasonable Regulations and Incentives to Achieve Better Design - Sign regulations should allow for reasonable flexibility regarding businesses and institutions without affecting the overall attractiveness of the city. Special regulations are needed concerning signs along major entranceways to the city and in historic areas.

Attractively-lettered wood signs illuminated by a spotlight are usually preferred to illuminated plastic signs. If a sign is internally illuminated, excessive brightness and garish colors should be avoided.

The sizes and locations of billboards are a problem in certain areas of Harrisburg. Larger setbacks should be considered from residential areas and historic districts. Also, the City should order the removal of any billboards and other substandard signs that never received city approval.

Several measures could be used to recognize the importance of good design and the varying circumstances under which building and site planning and design must be exercised. For example, a higher building coverage might be offered in return for increased landscaping. A sign area bonus could be offered if a relief-cut sign is used.

In other instances the city may be able to take certain actions that will enable developers to achieve better site or building design from both public and private sector perspectives. One example pertains to street vacations. Harrisburg has limited buildable land, and a high percentage of its land is occupied by streets and alleys that need expensive maintenance. The city should regularly consider opportunities to vacate alleys or minor streets to provide land for additional development, while maintaining easements for pedestrian access and utilities as appropriate. Such actions may enable developers to achieve better site design and access along with improved neighborhood traffic circulation.

Preserving a Rich History

Retain and Respect Existing Historic Districts - Harrisburg has six "Municipal" Historic Districts. Within these areas, there is an additional level of review and approval for alterations to the exterior of buildings, the design of new buildings, and the demolition of buildings. The following areas generally are within Municipal Historic Districts: Shipoke, most of Front Street south of Cumberland Street, most of 2nd Street south of Maclay Street, the west side of 3rd Street from Pine Street to Reily Street, and both sides of 3rd Street from Reily to Maclay Streets.

In addition, many other areas of the city (especially much of Central Allison Hill) are within "National Register" or "National Register Eligible" Historic Districts which do not by themselves involve regulations upon private property-owners.

While many historic buildings are protected by historic district regulations, other buildings are threatened by the high cost of rehabilitation combined with a limited market in certain areas of the city. Even buildings that are protected by the city's historic district regulations can be "demolished by neglect" over time if they are not maintained. Other historic buildings such as those along North 2nd Street are threatened by a demand for parking to serve nearby buildings.

Conserve the Scale and Character of Historic Neighborhoods - "Architectural conservation" measures are primarily intended for historic areas where the economics or local preferences cannot justify a detailed historic district ordinance. Architectural conservation measures should be designed to maintain a certain scale of development and to discourage the demolition of historic buildings for new uses. For example, in attractive older areas, uses such as gas stations, car washes, auto sales and parking lots as principal uses on a lot are likely to require the old building demolition that should be avoided.

Encourage Use of Facade Easements -Owners of significant historic buildings should be encouraged to donate "facade easements" to a preservation organization in return for Federal income tax benefits. Under a facade easement, the property remains privately-owned and privately-maintained and may be sold. However, the exterior of the building must be preserved and must be properly maintained.

Preventing Crime through Environmental Design

All site planning and architectural design should carefully consider security issues. Careful design can discourage criminal behavior and increase the safety of residents, employees and customers. This concept is known as creating "defensible space."

Defensible space involves locating and designing outdoor areas to discourage intrusions by potential criminals and to encourage residents to provide surveillance. Defensible space helps residents to quickly identify persons who do not live or work in an area. A goal is to create a perception of risk among potential criminals - a feeling that neighbors are watching, and that they will not be able to easily escape from the area. The following matters should be considered to prevent crime through design:

- In certain cases, it may be advisable to convert minor streets into cul-de-sacs and to close alleys to through traffic so that residents have a better view over their neighborhoods. These changes also make it easier for the police to follow and watch suspicious vehicles.
- The Housing Authority should be encouraged to erect fencing to create yard areas within and around their larger family housing developments to make it easier for local residents and the police to control open areas. Pedestrian access can still be provided at well-planned openings in the fences.

- Windows should be located with a clear line-of-sight to surrounding areas so that residents are able to keep suspicious persons under observation. Landscaping should not obscure views of windows and doors from streets and alleys. Otherwise, criminals can hide undetected while they break in.
- Outdoor lighting is important to discourage crime and to increase the perception of safety. Outdoor lights should be located at a height where a criminal cannot easily unscrew the bulb. Outdoor light fixtures should have unbreakable covers.

COMMUNITY FACILITIES

Support an attractive park and open space system.

Recognize the role Harrisburg plays in the region's education.

Emphasize state-of-the-art public and private utilities.

The type and quality of a city's public services, whether provided by the public or private sectors, are directly related to the type and quality of residential, commercial, industrial, institutional and other land uses. Harrisburg's land use plan acknowledges the importance of well-located and managed community facilities. The Plan promotes the concept of education-recreation centers at the neighborhood level, the maintenance but no expansion of an already outstanding city-wide park system, the completion of the Capital Greenway, and continued improvements in education and public safety will all enhance Harrisburg's potential as:

- *A city with a high quality of life, with a high regard for beauty, safety, education, recreation and public services.*
- *A city that provides services in an efficient manner and that are coordinated with other municipalities and the County.*
- *A city that fosters a system throughout the city and region of green open spaces that are linked to each other and to neighborhoods.*
- *A city that enhances its park and recreation facilities and services as some of the greatest assets of the city and region.*

The following describes the community facility categories on the Land Use Plan Map, with examples of their locations:

Major Community Facilities - This category recognizes existing large public and semi-public uses, such as the City Public Safety Building, fire stations, State and Federal Government offices and cemeteries.

Open Space/ Recreation - Public parks, greenbelts, playgrounds and open spaces are included in this category. The extension of Riverfront Park along the entire length of the Susquehanna River in South Harrisburg is also part of this Plan.

Continuing and Increasing Parks, Recreation and Open Space Opportunities

Continue High Quality Parks and Recreation Programs - Harrisburg offers the largest municipal park system in Central Pennsylvania. City Island offers a wide variety of excellent attractions, including Riverside Stadium and the Harrisburg

Senators. The city includes many beautiful parks, including Riverfront Park, Italian Lake and Reservoir Park. Most of the developed areas of the city are surrounded by the "Capital Area Greenbelt." These parks serve not only city residents, but also the surrounding region.

The park system should be retained and maintained. Increases in facilities and service should be commensurate with increases in public and/or private funding from sources other than city government. Limited funds for maintenance of the extensive parks system may require the shifting of maintenance to other public or private entities, or the charging of user fees.

The natural character of city parks, where it exists, should be preserved. This particularly includes the nature trail along the west side of City Island, Italian Lake Park, Riverfront Park, the Greenbelt and Reservoir Park. The eastern side of City Island should continue to be a focal point for entertainment development.

Improve Local Parks and Playgrounds - Most of the neighborhoods in the city are within a reasonable walking distance of a city, School District or Housing Authority playground, although many of the School District and Authority facilities need major safety improvements.

Major new or rehabilitated residential developments (such as over 50 housing units), should cause the city to determine whether these projects should include "close-to-home" recreation spaces within the development for informal grass "free play", children's play equipment or other recreational uses.

The Concept Plan indicates that education and/or recreation centers will play a major role in reestablishing, maintaining and expanding the social, institutional and leisure time values and opportunities in Harrisburg's neighborhoods. Education and recreation centers should be continued at present locations of primary and secondary schools, neighborhood parks and playgrounds and city-wide parks. The education/recreation concept builds upon Harrisburg's recreational quality and the School District's emerging progress to create true neighborhood-oriented experiences for individuals, couples and families. The dual use of schools as both education and recreation centers can be a more affordable way to expand recreation opportunities for all Harrisburg residents without constructing new indoor and outdoor recreation facilities. The City and School District should work as partners in exploring and testing this concept and possibly for implementing a program consistent with their priorities and budgets.

Prevent Recreational Use Conflicts on the Susquehanna - If a new dam is built, increased water depth will attract much more use and many more types of boats and water-based recreational activities. Increased demand for water surface space and a wider range of activities will require a waterways management plan to prevent conflicts between high-powered boats and sailboats, power boats and fishing boats, water skiers and canoeists and many others. A management plan will also be necessary to protect the quality and attractiveness of water and riverbanks.

Continue and Enhance the Greenbelt -Most of the Paxtang and Cameron Parkway portions of the "Capital Area Greenbelt" are owned by the city but located outside

of the city. While improvements have occurred, sufficient funds are not available to properly improve, maintain and police these outlying lands. The city should work with County Government and nearby municipalities to craft long-term leases to improve and maintain portions of the city-owned Greenbelt outside the city's borders. The municipalities should realize that with the proper improvements, these segments could provide valuable recreation for their residents. The city could use permanent deed restrictions and conservation easements to make sure that the land forever remains as public parkland.

One or more greenbelt connections should be made between Riverfront Park and the Cameron Parkway. Riverfront Park should be extended southward from I-83 along the length of the river in South Harrisburg. At a minimum, these connections can offer safe, attractive, properly signed and landscaped pedestrian and bicycle access.

Recognizing Harrisburg as a Major Education Center

Continue to Support Public School System Improvements - Intense efforts are underway to reform and improve the public school system in Harrisburg. These efforts are of the highest priority in order for the city and District to enhance their tax bases through new private investment, attract a wider range of housing purchasers into the city and strengthen the lifestyle and future condition of Harrisburg's neighborhoods. It is essential that high-quality public education be provided and regularly publicized to reverse negative public perceptions.

Promote and Expand Higher Education Opportunities - A four-year university branch campus or four-year college would be a desirable addition to the city as a major center of higher education in Pennsylvania. Under City leadership, a partnership has been forged to establish a four-year technical college within the City. Harrisburg is the only state capital not to have a main branch institution of higher learning within its borders, and its economic and cultural development would benefit were such an institution to be created. The economic development benefits of the *Harrisburg Polytechnic* (as the project has come to be known) would outweigh the concerns of additional tax-exempt property.

Although a four-year college or university may be a longer-term prospect, the city's present institutions of higher learning offer an outstanding range and quality of programs of which the city and region can be proud. The city location of Penn State, Temple University's Harrisburg programs, the universities affiliated with the Dixon University campus, and the Harrisburg Area Community College together need to plan and promote themselves more as an unique, comprehensive source of educational opportunities and programs. These institutions are also tremendous resources for research, training and participation in the city's community and economic development activities.

A collective marketing effort highlighting their offerings would be advantageous to the institutions and the Harrisburg community.

Accommodate Institutional Space Needs Without Tax Exempt Property Increases

- The future space needs of educational, health care, governmental and cultural institutions should be met, if possible, on properties already owned or swapped and with buildings that make efficient use of the site through creative building design, taller buildings and well-designed parking care should be taken in achieving compatibility in building scale with nearby areas.

Institutions exempt from real estate tax should be encouraged to sell excess lands and buildings for private taxable development and use. It is important to fully appreciate the valuable economic benefits of institutional uses, including but not limited to spillover investment by tax-paying businesses that serve employees, students and visitors of the institutions.

Serving Neighborhood Needs

Continue to Make Public Safety a High Priority - Although crime, real or perceived, is still a serious public concern, the rate of crime in Harrisburg has been reduced over the last decade. Harrisburg has placed a priority upon law enforcement, with the second highest ratio of police officers to population in the State. Extensive use of neighborhood-based bicycle patrols and many citizen neighborhood watches are helping to deal with crime. Crime rate reduction efforts should continue in the interest of public safety for existing city occupants and to attract new residents and businesses.

Harrisburg provides a comparatively high quality of fire protection by a combination of full-time professionals and volunteers.

Continue to Upgrade Utilities - The city has completed a new water treatment plant, has a modern wastewater treatment plant and has replaced many utility lines throughout the city. Old combined sanitary-storm sewage lines, many near the river, need to be replaced on a programmed basis, if possible, or in combination with a developer's efforts to redevelop sections of the city.

In the Information Age, Harrisburg's competitiveness also depends on its ability to react to new technological innovations. "Cell towers" and "fiber optics" are just two of the many information technology buzzwords one frequently hears. The City should welcome these uses because they benefit residents and businesses alike, but should encourage their discreet location so as not to detract from the appearance of existing neighborhoods or the city skyline.

LAND USES AND TRANSPORTATION

**Reduce rush-hour
traffic volumes
through residential
sections of the city.**

**Promote public transit
as a viable alternative
to the car.**

The function, safety and potential success of all areas of the city are highly dependent on the proper relationships between land uses and transportation. Good access, easy traffic circulation, separation of vehicles and pedestrians, parking and convenient public transportation all impact upon the success or failure of many areas as places to locate businesses, raise families, and visit tourist attractions. This land use plan was not based on a previously prepared or concurrently prepared city or regional traffic and transportation plan. However, the following are important traffic and transportation issues and policies that must be addressed in order to achieve some of the city's major land use goals, concepts and policies.

Reducing Traffic Interference and Congestion in Neighborhoods and Downtown

Reduce Traffic and Traffic Impacts in Neighborhoods - Harrisburg should have a policy that addresses "traffic calming" in residential areas. Approaches to prevent excessive speeds will reduce noise and safety hazards. Speed tables are an example of what some cities use to slow neighborhood traffic. They are longer than speed bumps, are less likely to interfere with snow plowing, and they can be located as part of pedestrian crossings. Extending curbs outward at corners to reduce the distance of streets that pedestrians must cross and the restrictions of truck traffic are a few other examples of neighborhood "traffic calming" techniques. The city's system of one-way streets should also be examined in terms of their overall effectiveness for traffic circulation and regarding any adverse influences on neighborhoods.

Reduce Traffic on North 2nd Street - The conversion of N. 2nd Street north of Forster Street to two-way traffic should be implemented to discourage its use as "a highway out of the city" and to encourage its preservation and stability as an attractive neighborhood. Although the current one-way traffic system is efficient, high speeds and volumes are having adverse impacts on the existing uses and special character of N. 2nd Street and other significant neighborhoods.

A change to two-way traffic on N. 2nd Street would likely be dependent upon the timing of the planned widening of 7th Street between Reily and Maclay Streets. The 7th Street project will provide an alternative route to I-81 and areas north of the city.

The conversion of Front Street to two-way traffic and the longer-term desirability of constructing a bridge over the railroad from Division Street to Industrial Road/Elmerton Avenue should be investigated. These and other possible solutions should be included in an overall study and plan to efficiently handle traffic to and from the city while protecting neighborhoods and streets of special character from traffic impacts that will change the area's land uses in a manner contrary to the city's Land Use Plan.

Reduce Traffic Congestion Downtown- The limited number of bridges, tunnels and other routes into and out of Center City Harrisburg makes peak hour congestion relatively severe. A Congestion Management Plan was completed to address traffic congestion problems within and adjacent to Downtown. The Plan mainly addresses the provision of turning lanes, the timing of traffic signals, the control of truck loading and unloading, and related parking issues. Certain additional streets are also being considered for one-way traffic. This Plan should be implemented and the scope of congestion elimination extended beyond Downtown into neighborhood commercial areas and commercial strips along major streets.

Furthermore, as discussed earlier in this Plan relating to future Downtown land use policies, “gateway” expansions could open up new areas of land for development. It will be critical that these new areas serve as “valves” to release the traffic congestion on existing streets, particularly Front and Second Streets.

Making Public Transportation a Viable Alternative to the Automobile

Public transit service reduces air pollution, reduces traffic congestion, reduces the need for large expenditures for parking, and avoids the need to use excessive amounts of land for parking. Public transit also serves persons who cannot afford to maintain their own vehicle or who cannot drive or choose not to.

The current bus system serves all of the major streets and neighborhoods of the city, and suburban employment and shopping centers. There are requests for expanded service during evening hours, which would encourage workers to stay downtown for dinner and entertainment. However, funding limitations make it difficult to continue bus service at current levels.

Work is underway to increase the efficiency of the Capitol Area Transit (CAT) bus system. Decreasing travel times will make the bus system more attractive to riders. A major improvement to the transit system will be to use the former railroad bridge across the Susquehanna River to West Shore destinations as well as the City Island Parking Garage. Making better use of this satellite parking facility as a transit stop will help to reduce auto traffic in the Downtown. Ultimately, the same bridge can serve as a river crossing for light-rail mass transit, discussed below.

Continue to Plan for Regional Commuter Rail Service - The concept of regional rail commuter service linking the City to commuter originations/destinations such as Carlisle, Lancaster and York has been studied. A preliminary plan (known as “Corridor One”) has been developed. Such a system would be a significant advantage for the City of Harrisburg and region. This project should be the subject of continuing planning, even when existing transit systems throughout the State and the country are experiencing great financial pressure due to Federal construction and operating funds have being severely reduced. Much more study is needed to determine the market and financial feasibility of a regional commuter rail service. The Commonwealth of Pennsylvania should be a prime participant in helping to make such a project feasible, given the number of State employees with origins and destinations in Harrisburg and the region.

Consider Public Transit Access & Support - New development should be planned and designed to encourage use of public transit. Most people will walk a maximum of 1/4 mile to reach a transit stop. Building entrances should be very accessible from transit stops and transit stops should be well-located to minimize walking distances for the greatest number of users. Large open parking lots should not be placed between businesses and transit stops. Sidewalks and pathways with proper lighting are needed near transit stops.

Higher density development in select locations can encourage the use of public transit. Multiple uses and higher density may be required in certain areas, and should be subject to other considerations. New development should be designed to facilitate access to public transit. Incentives could be used to encourage the development of facilities that would support use of mass transit.

Encourage Employers to Subsidize Employee Use of Transit - Many employers provide free or subsidized parking for employees while very few employers subsidize the costs of public transit for their employees. The city's Zoning Ordinance should include incentives for employers to subsidize public transit. The Commonwealth of Pennsylvania should provide a leadership role in encouraging its employees to use mass transit. For example, all State employees could be charged a reasonable fee for use of the State's on-street and off-street parking, with all of the proceeds from those fees used to subsidize transit passes for employees who use mass transit. The types of initiatives should be explored in continuing studies and plans of Capital Area Transit.

COORDINATING AND COOPERATING THROUGHOUT THE REGION

Four counties and 26 municipalities are within an eight mile radius of the State Capitol. This fragmentation makes it difficult to address regional and local concerns in a coordinated manner. All municipalities and counties in the region should maintain a regional perspective to address future issues and opportunities.

The City of Harrisburg must continue as a leader in dealing with regional issues. All of the communities in the region need to fully understand the importance of a healthy central city. Harrisburg directly affects the region's image, it is an important part of the region's economy, the city's amenities add significantly to the region's quality of life, and the city provides many of the facilities and services necessary to solve the region's social problems. The Mayor of Harrisburg has been a leader in promoting regional cooperation.

Several strong organizations now emphasize regional cooperation, including the Capitol Region Economic Development Corporation (CREDC), the Tri-County Regional Planning Commission and the Harrisburg Regional Chamber.

Improving Connections

Regional cooperation most often coalesces around transportation planning. Ultimately, the larger region thrives because of its multiple systems of transportation connection within and beyond its borders. Highways, trains and air travel must be continually improved so that the City and larger region can compete with other economic regions around the country.

The Capital Region is served by Amtrak passenger rail service between Philadelphia and Pittsburgh. This service is heavily subsidized by the State and there are requests for additional scheduled service, especially in late night hours. Over the last decade, studies have been conducted for an advanced technology high-speed rail connection across the State. Of late, however, Amtrak has come under close scrutiny for its shortcomings as a transportation provider. Harrisburg and its region must collaborate to assure that a viable linkage exists and grows to improve connection to other hubs in the Mid-Atlantic portion of the United States.

Other regional transportation projects include an I-83 Master Planning endeavor, airport improvements at Harrisburg International, and continuing discussion of the aforementioned “Corridor One” light rail system. The land use and development implications of these regional transportation efforts will take many years to be truly understood. The City needs to remain a leader in the discussion about regional planning so that any transportation improvements made in the region will benefit City interests.

As issues become more complex, and pressures increase for more cost-effective governmental services, cooperation between municipalities, and between municipalities and the counties, will become more critical. Certain zoning and development matters should also be coordinated across municipal borders. Regional cooperation and joint solutions are indispensable as the City of Harrisburg and the surrounding region enter the twenty-first century.❖

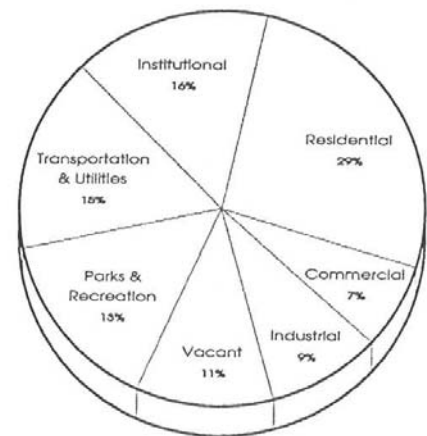
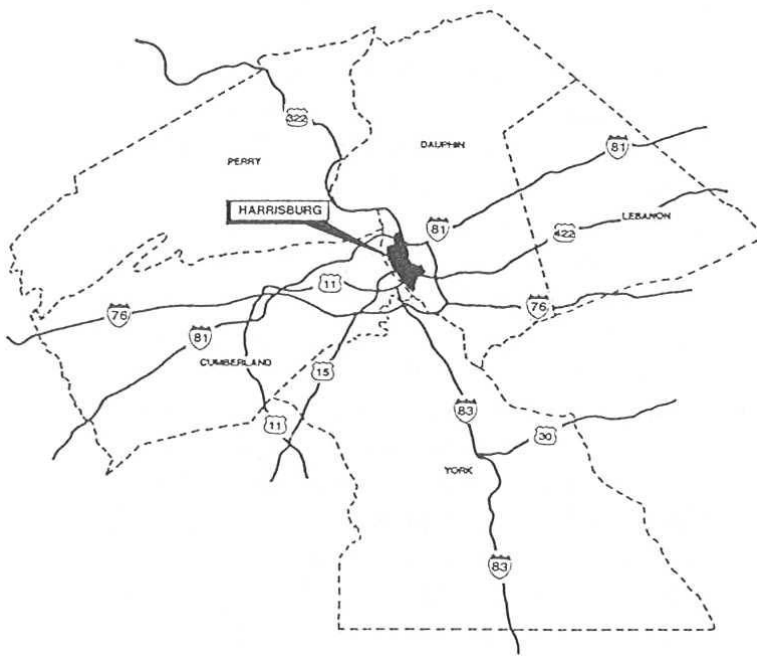
3. STATUS OF LAND USE & DEVELOPMENT

Part 3 of the Land Use Plan gives a synopsis of the land use and development issues that were prominent at the time this document was prepared. While the preceding sections of the Land Use Plan lay out broad policy recommendations for the future, it is important to understand that the framework these policies create was not conceived in a vacuum. Rather, extensive analysis took place on the previous and current status of land use and development in and around Pennsylvania's Capital City.

GENERAL LAND USE

Harrisburg is the diverse urban hub of a five-county region of approximately 600,000 residents. Although Harrisburg's local population is reportedly dropped just below 50,000 (as reported in Census 2000), the City remains the center of employment, government, finance, transportation, commerce, culture and entertainment for the region.

Harrisburg's municipal boundary encloses 11.4 square miles. About half of that area comprises streets, alleys and river area. In terms of buildable land, the city has approximately 21,500 properties mainly in an area of 8.1 square miles. The uses of that land are represented on the chart by percent of total land area.



HOUSING & NEIGHBORHOOD DEVELOPMENT

Harrisburg is a city of neighborhoods and its land is organized around that principle. More than 25 neighborhood groups exist and 52 crime watch groups assist the city police who often patrol on bicycle. In 1994, the city was ranked among the top 25 most affordable housing markets in the nation. Over 42% of the city's housing stock was owner-occupied in 2000, and half of the homes in Harrisburg were built before 1940. Harrisburg has revitalized many of its neighborhoods during the same time it has completed many economic development projects. As with many urban areas, revitalization remains an ongoing endeavor.

The city's bond funding in the early 1980's provided infrastructure improvements, encouraged housing rehabilitation and assisted in funding new rental units in the Maclay Street Neighborhood Revitalization Area.

Many Harrisburg neighborhoods are actively involved in housing rehabilitation, particularly in historic areas such as Midtown, Fox Ridge, Old Uptown, Shipoke, and Mount Pleasant.

Bellevue Park, Uptown Harrisburg, Riverside and Shreinerstown are examples of stable neighborhoods built in the first half of the twentieth century. Post World War II neighborhoods include Melrose Gardens, Wilson Park and Taylor Park. Emerald Point, Fox Ridge, Washington Square and Marketplace are examples of successful townhouse projects in Harrisburg. Capital Heights is a current development providing a mixture of townhouses, twin-dwellings, and detached single-family homes. The city also has many market rate apartment buildings, several of which are new construction or newly renovated.

Social needs and concerns are important topics in many of Harrisburg's residential areas. The city has most of the region's publicly-assisted housing, for which there is a one-year waiting list. Citywide, Harrisburg's infant mortality rate and its percentage of single-parent households are double the State average. Juvenile crime rates are rising and the city's poverty rate for children is three times the Pennsylvania median.

The sensitivity the community demonstrates for social needs can impact land use. As of 1995, over 47 percent of the city's real estate was exempt from real estate tax. While the majority of these tax exempt properties are Commonwealth of Pennsylvania properties (not surprising given the city's status as State Capital), many are owned by non-profit social service entities. The high percentage of exemptions places an additional burden on homeowners and businesses in paying for city services and public schools.

Property abandonment, absentee landlords and code enforcement are major challenges in several concentrated areas. The following are also impediments to rehabilitation and sale of property in many of Harrisburg's residential areas:

- negative image among some persons of cities in general, certain city neighborhoods and the city's school district;
- inadequate availability of credit and good credit terms to prospective buyers and developers; and
- zoning regulations that at times are unnecessarily complex.

Negative conditions and misperceptions particularly affect location decisions of people who have never lived in Harrisburg but are potential new residents. Some examples of these prospective residents include General Assembly staff members, attorneys, consultants, lobbyists, legislators and State government workers with long or difficult daily commutes.

Housing and Neighborhood Initiatives

Harrisburg City Council approved the first phases of the **Capitol Heights** residential development in 1999, allowing for the construction of 39 houses. The project is intended to eventually encompass 15 city blocks in the Lottsville neighborhood. At completion, Capitol Heights will feature over 200 new houses, with a mixture of townhouses, twin, and detached dwellings. The Harrisburg Redevelopment Authority provided assistance in property acquisition for the project through an amended urban renewal plan. The City assisted in repaving streets and installing new streetlights, water, sewer and stormwater facilities.

Two-Tiered Tax Rate

In the City of Harrisburg, the real estate tax rate on buildings is one-sixth the real estate tax rate charged on land.

The structure benefits lower income property owners and rewards productivity and investment.

The disincentive to build on vacant land is significantly reduced.

Home-ownership is the cornerstone of Harrisburg's housing policy, particularly in concentrated areas of blight. The city's direct federal tax credit for up to 50% of mortgage interest paid (to \$2,000 annually) is the first such mortgage tax credit certificate program in the nation. Target areas for the program include sections of North Third t, North Fourth Street, South Cameron Street and Paxton Street. Tax abatements, lower millage on buildings than land (see adjacent) and tax credits for historic rehabilitation are other tax inducements to improve housing market conditions. The city offers grants and low interest loans for eligible housing rehab, demolition or weatherization projects. Harrisburg also has a Vacant Property Reinvestment Program, under which the city condemns and resells homes and other vacant properties whose owners fail to fix blighted conditions repeatedly cited by the city.

Harrisburg's **Capital Corridors** Project focuses revitalization assistance on neighborhoods along designated main arteries of the city. Corridors include parts of Market, State, Derry, North 3rd, North 6th, South 13th and South 17th Streets. These corridors and adjacent areas are eligible for targeted housing rehab funds, first time homeowner assistance, rental rehab monies and other city programs, including incentives for urban gardening and adopt-a-block beautification activities.

The city is aware of the need to create more opportunities for middle and upper income housing to complement its assistance to homeowners of more modest means. Housing opportunities to attract middle and higher income households may include more up-scale rental and condominium projects. Harrisburg is also interested in increasing its **promotion of in-town living** to prospective investors of all income ranges to help enhance the tax base and energize residential neighborhoods.

Innovative **adaptive reuse projects**, such as the conversion of Edison Junior High School on 18th Street to elderly and family housing units and the conversion of the former Cameron School building into apartments are encouraged by the city. More housing in predominantly non-residential sections of the city, such as in certain blocks in the area of 18th, 19th and Derry Streets, may also be an encouraging trend for Harrisburg's intown residential movement.

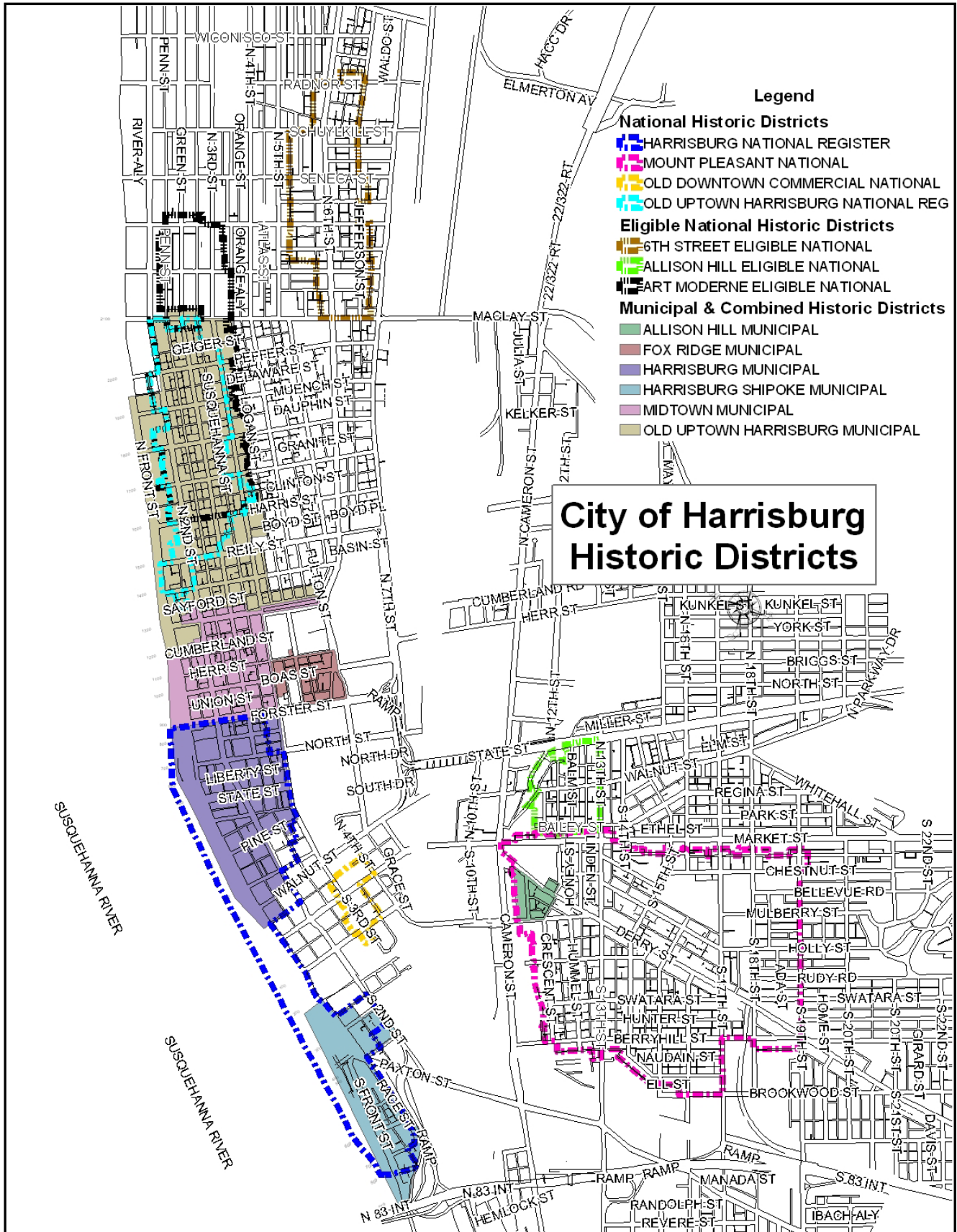
The city recognizes that compatible commercial development in residential areas can help improve neighborhood living. Well-located, high-quality neighborhood-serving commercial and service uses can be key ingredients in fostering successful neighborhoods. **Neighborhood Actions Strategies** have been prepared for South Allison Hill and Uptown at the time this document is being prepared. These strategies outline techniques for combining housing, commercial and social development to reinvigorate city neighborhoods.

HISTORIC PRESERVATION AND URBAN DESIGN

Harrisburg has been an important location since it was occupied by Native Americans. It was later a stop on the trail of early French and Swedish explorers in the 1600's. Englishman John Harris, Sr. started a permanent settlement with a trading post and ferry service in what is today Harrisburg during the first decade of the 1700's. Subsequently, his son John Harris, Jr. established a village plan with his son-in-law. The Pennsylvania General Assembly designated Harrisburg as the Dauphin County seat in 1785 and as the State capital in 1812. Harrisburg developed into an important rail hub during the 19th and 20th centuries.

During the Progressive Era of the early 20th Century, Harrisburg unveiled one of the first true comprehensive plans courtesy of enlightened civic minds such as Horace McFarland, Mira Lloyd Dock, and Warren Manning, national leaders of the "City Beautiful" movement. Among other innovations, their efforts led Harrisburg to become one of America's first cities to beautify its waterfront for public purposes. Today, the riverfront promenade is still one of the City's greatest assets.

Beyond its waterfront, the city features many other historic and cultural landmarks that reflect Harrisburg's colorful heritage. Preservation of Harrisburg's historic and architectural resources is a vital part of the city's economic revitalization. Investors rehabilitated over 1,000,000 square feet of residential and commercial space in Harrisburg during the 1980's. The city is now second only to Philadelphia among Pennsylvania municipalities in the volume of certified historic rehabilitation. Harrisburg has placed the following seven historic districts on the National Register of Historic Places, as shown on the accompanying map.



- Historic Harrisburg National Register and Municipal Historic District - adjacent to the Capitol Complex; encompasses portions of Harrisburg's oldest area.
- Old Downtown Harrisburg Commercial National Register Historic District - in center city near Strawberry Square; features properties dating from the city's 19th century commercial development.
- Old Midtown National Register and Municipal Historic District - along the Susquehanna River; features 19th and early 20th century residential structures.
- Fox Ridge Nationally Certified and Municipal Historic District - just north of Sate Capitol Complex; includes 19th century homes, brick sidewalks and period lighting.
- Old Uptown National Register and Municipal Historic District - between Second and Third Street north to Maclay; primarily dates from 1895 to 1905 with earlier 19th century structures also present.
- Shipoke National Register and Municipal Historic District - south of center city along the Susquehanna River; site of Harrisburg's oldest building - John Harris' original tavern and ferry.
- Mount Pleasant National Register and Municipal Historic District - on Allison Hill overlooking center city; features various architecture originating from the city's first expansion up from the Susquehanna riverfront area.

Most of these historic areas are both National Register and municipal districts. This means they are protected by the city's historic district regulations in addition to receiving national recognition. Exceptions include the Old Downtown Historic District, most of the Mount Pleasant Historic District and small portions of other historic districts, which are not protected against demolition or other inappropriate actions by private property owners. Harrisburg's historic district regulations limit demolition, control alterations to architectural features and encourage compatible new construction. Harrisburg has also been very aggressive in securing National Register status for individual structures outside of historic districts, most of which exist in and around downtown.

Historic Preservation Initiatives

The city actively promotes incentives for historic rehabilitation of both residential and non-residential structures. Historic renovators have gained tax benefits and increased resale values while enhancing the tax base, stimulating the economy and improving Harrisburg's housing stock. Investors have spent over \$56 million to date on certified historic rehab in Harrisburg, under the guidance of the city's historic and architectural review standards.

The city has identified the following major historic rehab and urban design objectives, while continuing to encourage private renovation of older vacant or underutilized structures.

- enhancing city entrances, such as the Market Street Bridge, the Cameron Street corridor and the State Street Bridge;
- preserving the view of the Capitol Dome, especially from bridges entering the city;
- incorporating more widespread use of streetscaping and urban design principles to enhance neighborhood identity; and
- enlisting State assistance to help beautify State rights-of-way in and around the city.

Harrisburg is trying to enhance the appearance of historic gateways to the city. One million dollars has been targeted for landscaping, signs and art at major city entrances along State, Market, Third, Sixth, Derry and Thirteenth Streets. The city is attempting to enlist State assistance for improving gateways located on State rights-of-way.

PARKS AND OPEN SPACE

Harrisburg owns and operates the largest municipal park system in central Pennsylvania with over 450 acres of city-owned land at 48 parks, playgrounds, pools and open space locations. Formal city-owned parks and playgrounds include the following types:

- Sub-neighborhood/Vest Pocket Parks (less than 1 acre) - 13 sites totaling 5.5 acres;
- Neighborhood Parks/Playgrounds (1-5 acres) - 4 sites totaling 4.75 acres;
- Community Parks (5 - 20 acres) - 2 sites totaling 13.33 acres; and
- City/Special Parks (20 - 100 acres) 5 sites totaling 303.15 acres.

Riverfront Park and City Island are two of Harrisburg's most unique open spaces. Riverfront Park is a linear park that extends along the most of Harrisburg's Susquehanna River border. Joggers, bicyclists and walkers are frequent users of its paved trail. The Park's restored Sunken Garden is a highlight of the property. Riverfront Park contains various monuments and public art, and is the site for the city's large Memorial Day Artsfest, Independence Day American Musicfest and Labor Day Kipona celebrations among other very popular events. Riverfront Park connects to City Island via the Walnut Street Bridge, which is now a pedestrian walkway.

City Island includes 62-acres situated in the middle of the Susquehanna River opposite the downtown. Beginning in 1987, Harrisburg transformed a blighted City Island into a regional highlight featuring:

- Riverside Stadium - home of the Harrisburg Senators minor league baseball team;
- Skyline Sports Complex - multi-purpose athletic field for pro and amateur softball, football, soccer and lacrosse;
- Riverside Village Park, a replica of an 1840's canal village;
- Harbour Town, a miniature 1840's canal village featuring play equipment for children;
- City Island Railroad, a tourist steam train and depot;
- Marinas, picnic areas, a beachhouse and swimming area;
- Miniature golf;
- Water taxis;
- A replica John Harris Trading Post;
- The Pride of the Susquehanna, a paddle wheel tourist boat with a restaurant; and
- A new multi-modal parking garage with approximately 480 parking spaces.

Two other premier parks are Reservoir Park near the city's eastern border and Italian Lake in the Uptown area. Reservoir Park has experienced dramatic renovation and rehabilitation over the last several years. The Park features a bandshell, playground, meeting space for various interests, and most notably, the National Civil War Museum.

Harrisburg also contains the following additional parkland not owned by the city:

- 14 Harrisburg School District sites totaling approximately 50 acres;
- 4 Harrisburg Housing Authority sites totaling approximately 20 acres;
- 1 Federal site, the 2.4 acres Graham Street site;
- 4 State sites totaling approximately 8 acres, including the Capitol Park;
- 1 Dauphin County site, the 450-acre Wildwood Park, which mostly includes preserved wetlands and a lake; and
- 11 Semi-Public or Private sites, including YMCA properties, the Harrisburg Area Community College and private school sites, among others.

Open space resources include the city's Susquehanna River Islands, several historic landmarks, Capitol Park (on the grounds of the State Capitol Complex) and the Capital Area Greenbelt, a greenway of public parkland that circles the city and that mainly includes trails and woods.

Parks and Open Space Initiatives

Harrisburg used \$23.5 million in public and private funds during a recent 10-year period to rehabilitate 22 park sites. The city adopted the Harrisburg Recovery Action Program (RAP) in December, 1991 as a formalized action program to enhance city-owned parks with the potential assistance of federal grant funds. The FORUM 2000 Phase I Summary cites public opinion that calls for more neighborhood level park and playground areas. However, priorities described in the city's RAP include maintaining and improving existing parks rather than establishing new parkland. The maintenance of existing open spaces, especially small

scattered sites, severely strains the city's park budget. The RAP recommends that the city involve residents and businesses in park upkeep through programs such as Adopt-A-Park and People Corps, among others.

Several major public facilities have been recently opened or are in the planning stages for locations in Harrisburg's prominent parks.

- National Civil War Museum - a \$2.5 million building located in Reservoir Park in recognition of Harrisburg's important Camp Curtin training center during the Civil War, and housing the city's large collection of Civil War memorabilia.
- Pennsylvania Sports Hall of Fame - a \$7 million project for City; designed to be both a local park improvement and a tourist destination.
- Riverside Stadium - a \$338,000 initiative to expand the stadium's capacity from 2,500 to 5,000 to attract special events and to serve the AA minor league Harrisburg Senators. The team is owned by the City.
- Cameron Parkway Redevelopment - use of the old Cameron Parkway as a city-wide greenway to connect various parts of the city with the Susquehanna River.

EDUCATION

Educational facilities within Harrisburg include the Harrisburg School District and colleges and universities located within the city. Private schools in the city and nearby suburbs are also available.

The Harrisburg School District provides public education to over 9,000 students in grades K-12 at 17 school buildings in the city. Harrisburg High School is located at the John Harris campus on Market Street in the eastern part of the city. Bishop McDevitt Catholic High School on Market Street and Harrisburg Academy in nearby Wormleysburg are the main private secondary schools in the immediate Harrisburg area.

Regarding post-secondary education, the following six university campuses are located within or very close to the City of Harrisburg:

- Harrisburg Area Community College (HACC) - HACC is the largest undergraduate institution in South Central Pennsylvania, with an enrollment of over 50,000. The 212-acre Wildwood Campus in Harrisburg is the main campus. There are 14 satellite locations.
- Penn State Downtown Center - This Penn State extension opened in 1989 and is located on North Third Street.
- Temple University at Harrisburg - Temple University maintains a graduate center in downtown Harrisburg on Walnut Street.
- Dixon University Center at Harrisburg - Over 1,000 students attend this six-acre campus along Front Street. The courses are provided through a unique consortium of 14 State-owned universities and one private institution. The Center primarily offers graduate level courses and sponsors public policy seminars and cultural events that are well-attended by the general public.
- Duquesne University – Central Pennsylvania branch located in Lemoyne Borough.
- Widener University School of Law - This extension of Widener University is located outside city boundaries and devoted to the study of law.

Education Initiatives

The following changes in local educational institutions could affect city land use policy:

- The successful implementation of the Commonwealth-approved School District Improvement Plan.
- The ability of School District parks and playgrounds to complement other parks in the city;
- The impact perceptions about the School District and school taxes have upon households and businesses location decisions.
- The establishment of a new, post-secondary Polytechnic institution in the city.
- The expansion of the Harrisburg Area Community College into other Harrisburg neighborhoods, in particular the Uptown neighborhood.

In 2000, the Pennsylvania General Assembly passed the Educational Empowerment Act and provided for Mayor Stephen Reed to assume control of the Harrisburg School District. He replaced the elected school board with a Board of Control and appointed an Empowerment Team. In the coming years, the bodies will implement a School District Improvement Plan that aims to radically redirect both the classroom curriculum and the administration of the school district.

The success of reform is critical to the future population and subsequent economic growth of the City. As such, neighborhood revitalization, perhaps the most prominent aspect of the Land Use Plan, is closely interwoven with school district improvements. Prior to the Empowerment Act, the District had undertaken extensive physical improvements to school facilities. Plans were approved to modify and renovate nearly every building in the system. So, with combined

physical and academic improvements, the City's primary and secondary public education system is realizing changes essential for competitiveness in the 21st century.

Moreover, under City leadership, a partnership has been forged to establish a four-year technical college within the City. Harrisburg is the only state capital not to have a main branch institution of higher learning within its borders, and its economic and cultural development would benefit were such an institution to be created. The economic development benefits of the Harrisburg Polytechnic Institute (as the project has come to be known) would outweigh the concerns of additional tax-exempt property.

Similarly, the Harrisburg Area Community College has undertaken the expansion of its offerings into the Uptown area of the City. Its presence can act as a stabilizing force that will add value - both economic and social - to the residential and commercial areas within this neighborhood.

In general, the City must acknowledge land, building, circulation and public parking needs of its post-secondary learning institutions. Land use matters are also pertinent regarding how to capitalize on the related opportunities for residential and non-residential growth.

DOWNTOWN AND NEIGHBORHOOD BUSINESS DISTRICTS

Harrisburg's economic turnaround during the 1980's has been nationally recognized. Harrisburg was named the second most distressed city in America in 1981. Since that time, private investment, total valuation, business starts, building permits, and jobs have increased sharply, even during the recession that started in the early 1990's. Vacancies, felony crimes, and the numbers of fires in the city have dropped.

Part of the turn around came through the City's partnership with Harristown Development Corporation in implementing downtown renewal in the 1970s and 1980s. Strawberry Square, the office/retail center that featured the city's first indoor mall; Strawberry Square II, which linked Strawberry Square with ten renovated historic commercial buildings; the 341-room luxury Hilton Hotel, and the 1.3 million S.F. 333 Market Street office building are prominent examples of large downtown commercial projects that drove the city's economic revitalization.

Important Business District Initiatives

City government, led by the Mayor's Office of Economic Development (MOED) and others, is aggressively seeking new business investment in the downtown. This includes areas within the city toward which the downtown should physically expand. The following are major recent economic development projects in and around the downtown:

- **Downtown Improvement District** (I and II)- a local business-driven authority with a mission to provide services for cleanliness, hospitality, and the promotion of businesses in the area between South and Mulberry Streets.
- **Whitaker Center For Science and the Arts** - a Downtown arts center built at Third & Market Streets behind the Hilton Hotel and Towers; the city contributed \$2.4 million. The Center includes an IMAX movie theater, classrooms, the Sunoco Performance Theatre seating 664 people, and a hands-on science museum.
- **“Restaurant Row” and “Shops on 3rd”** – the emergence of numerous new, upscale eateries and nightclubs which has transformed North Second Street and its side streets into a lively nightlife destination for the region. Meanwhile, Harristown Development Corporation has reinvigorated the retail presence (with plans for further expansion) along Market and Third Streets.
- **River Street Parking Garage** – approximately 900 spaces, accessed from the 200 block of North Second Street.
- **New Class-A Office space** – examples of recently completed structures include the Penn National Insurance headquarters (a 15-story office structure with 12-story parking constructed on Market Square and an example of successful retention of city-based employment); and Forum Place (a retail/office building, located at Fifth and Walnut Streets, leased to the State and private sector businesses, also offering 800 parking spaces). Approved (and awaiting completion at the time this document was prepared) are office towers at 17 North Second Street, 210 North Second Street and 211 North Front Street.
- **Southern Gateway** – an ongoing study, funded by the Federal Highway Administration to alter the downtown street grid below Chestnut Street and East of South Second Street to open up underutilized acreage for Downtown / Central Business District expansion.
- **Paxton Commons** - proposed rehab of city-owned buildings and new construction on the west side of Cameron Street several blocks north and south of Market Street; will create new factory outlets, restaurants; a new park and improvements to Paxton Creek area also planned.
- **Pennsylvania Place** - the city brokered the sale of the federally-owned City Towers, a 25-story residential high-rise which had closed in 1994 due to water damage. The building has been rehabilitated by and is used for market-rate housing and offices.

Employment growth on open commercial and industrial land in outlying areas competes directly with the city's economy. The city continues to seek more cooperation from the State, regional organizations and other local governments on land use, traffic and parking problems due to the city's role as the State capital. Ultimately, however, it must be recognized that Harrisburg should balance its capital investment and other resources with needs of its other commercial centers such as Third Street and Market/ Central Allison Hill, among others.

Small business development can make for vibrant neighborhood life along traditional shopping corridors. There have also been important current initiatives in neighborhood areas.

- **Broad Street Market Improvements** - \$2.4 million from the city is funding improvements to the oldest open air market in continuous operation in the east, located in the Midtown Market Area of the city.
- **Third Street Corridor** - a special focus area now approved as a Pennsylvania Main Street--Midtown Market District--area; and the emphasis of the development concept is on attracting additional pedestrian-oriented commercial and market rate residential development, while preserving older buildings.
- **Paks Market and Mount Pleasant Plaza** – a public/non-profit/private partnership to revitalize the 13th and Derry Streets intersection with newly landscaped public area; a component of the South Allison Hill Neighborhood Action Strategy
- **North Sixth Street Reinvestment** – plans included in the Uptown Neighborhood Revitalization Strategy target business expansion and infill development along North Sixth Street.

INDUSTRIAL BUSINESS DEVELOPMENT

Harrisburg's main industrial corridor runs north to south parallel to Seventh Street and Cameron Street for nearly the entire length of the city. This corridor includes the large Lucknow Industrial Park in the northern sector. It also includes the South Cameron Street Renewal Area, within which the Harrisburg Redevelopment Authority acquired and cleared substandard properties on floodprone land for economic development following the city's 1972 floods.

Bethlehem Steel's 1992 announcement to significantly downsize its plant in Steelton Borough was a blow to industry in the Harrisburg region. Efforts to attract industry into Harrisburg are now focused on several areas that have vacant and underutilized parcels available to redevelop. The city's two-tier real estate tax structure, which taxes buildings at a lower rate than land, is an additional incentive for developing property rather than leaving it vacant. Harrisburg is careful to complement its search for new businesses with appropriate business retention efforts designed to keep local firms from considering other locations outside the city.

Industrial Area Economic Development Initiatives

Harrisburg's **State Enterprise Zone** is one of the city's most important industrial development initiatives. In 1983, the then PA Department of Community Affairs (DCA) approved the Allison Hill Enterprise Zone as one of the first enterprise zones in Pennsylvania. The city added two areas to its Enterprise Zone when DCA shifted the focus of the Enterprise Zone program to export business. These two areas include land in South Harrisburg and land between Cameron Street and the Norfolk-Southern mainline, both of which are zoned for heavy and light industry.

Eventually, the City expanded its State Enterprise Zone again to include the 13-mile New Baldwin Corridor, at the urging of the New Baldwin Corridor Coalition. The New Baldwin Corridor encompasses land in the city, the Borough of Steelton and five adjacent municipalities. The New Baldwin Corridor Coalition is a public-

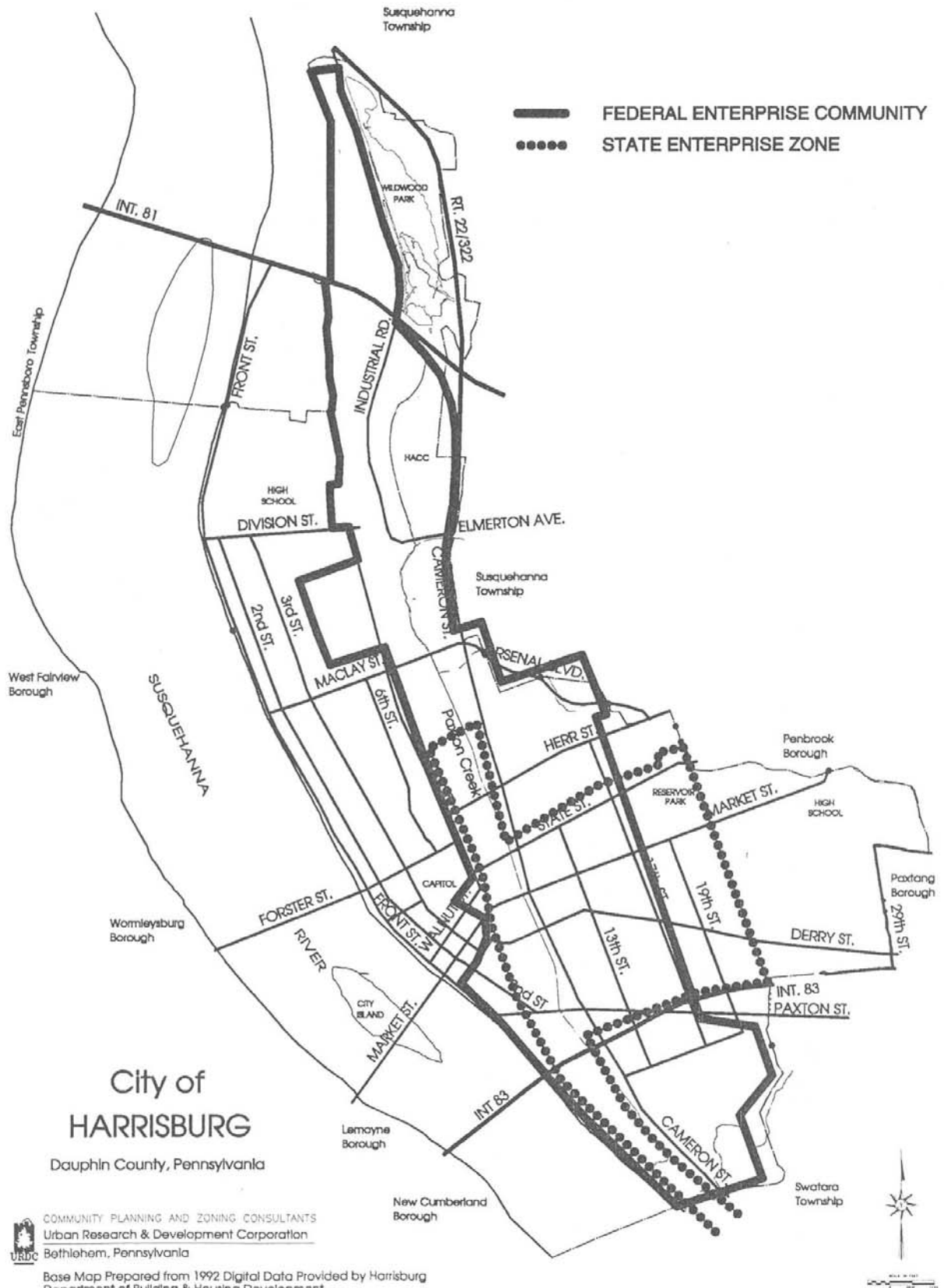
private partnership that originated to help mitigate Bethlehem Steel's plans to curtail operations at its Steelton plant.

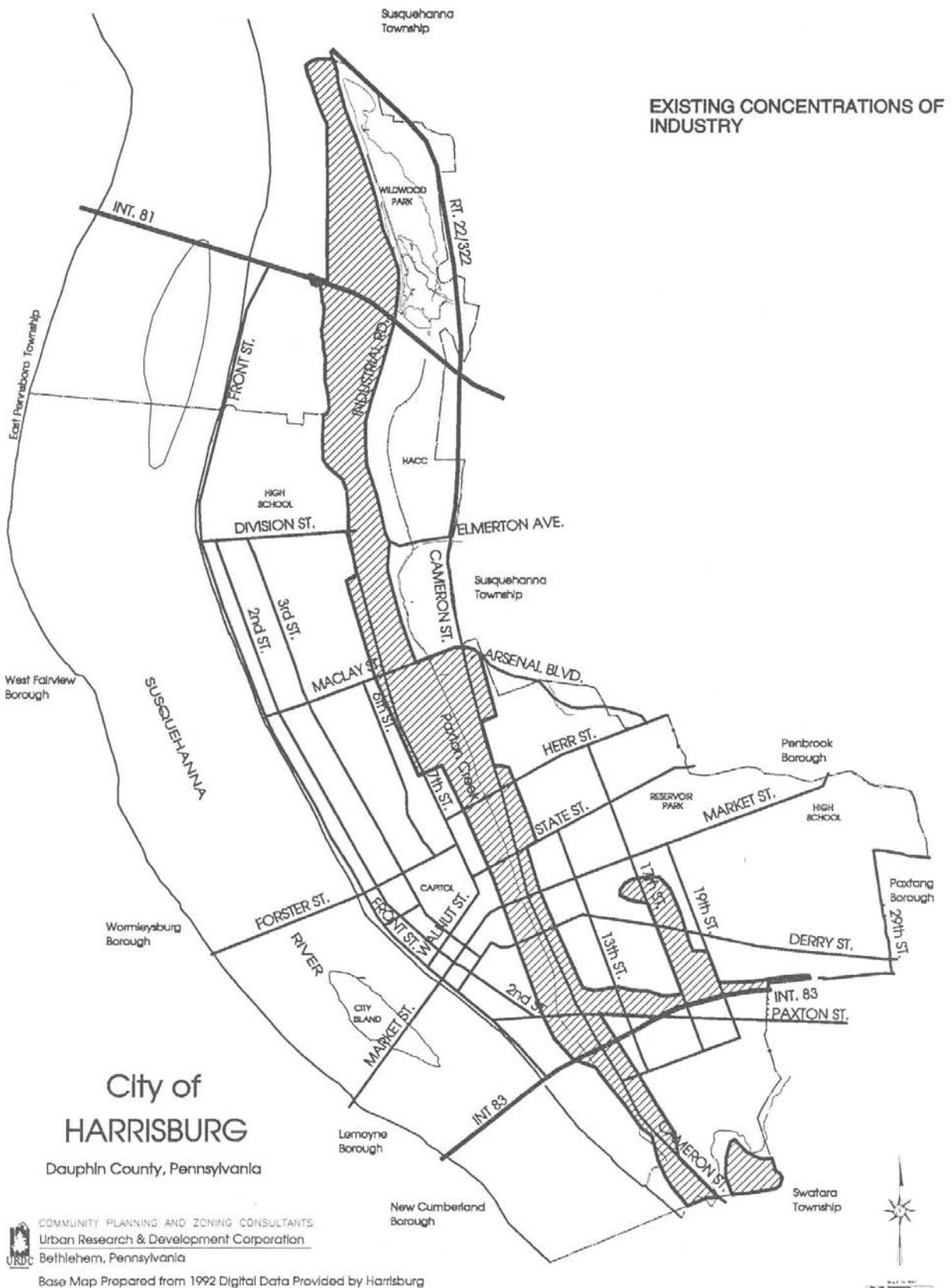
Outside of Harrisburg's Enterprise Zone, there are opportunities for light manufacturing and traditional technology businesses to undertake adaptive reuse and selected infilling in areas such as the Seventeenth Street corridor and the Seventh Street corridor, among other locations.

In December 1994, President Clinton designated Harrisburg as a **Federal Enterprise Community**, one of only 65 selected nationwide from over 500 applicants. Harrisburg receives a \$3 million federal block annually for ten years and tax exempt financing (among other federal assistance) for business development, job training, marketing, economic development administration and social services. The federal Enterprise Community Area within Harrisburg encompasses Allison Hill, a portion of the Cameron Street Corridor and a portion of the Uptown area.

Federal Enterprise Community funds will complement the city's State Enterprise Zone incentives and over 20 separate business development programs available to prospective industrial and commercial investors in Harrisburg. The city's range of economic development inducements include real estate tax abatement, low interest loans, tax credits, job training, small business incubators, infrastructure assistance, marketing help, and other services.

Meanwhile, **Keystone Opportunity Zones** (another State initiative) have been put in place where certain areas are granted greatly reduced or no tax burden for property owners, residents and businesses. The city has established zones at three Harrisburg Housing Authority sites – Hall Manor, Hoverter Homes, William Day Howard Homes – along the Cameron Street corridor to spur economic development to help the residents. The zones are a partnership between each community and state and local taxing bodies, school districts, economic development agencies and community-based organizations.





TRANSPORTATION AND PARKING

Harrisburg's central location, proximity to the Susquehanna River, and role as a State Capital have always made transportation an important element of the city's development. The following major roads serve the greater Harrisburg area:

- Pennsylvania Turnpike - crosses the Susquehanna River south of the city and is directly accessible via I-83 and PA 283; the Turnpike is the major connection from South Jersey and Philadelphia to Pittsburgh and the Midwest;
- I-83 - bisects the city carrying traffic over the Susquehanna River via the John Harris Bridge to York and Baltimore;
- I-81 - crosses the northern portion of the city via the John Wade Bridge; leads southwest to Maryland and Virginia, and north to the Scranton-Wilkes Barre area and New York;
- I-78 - carries northbound traffic from I-81 to the Lehigh Valley and into northern New Jersey;
- PA 283 - connects Harrisburg with Lancaster to the southeast;
- US 11/15 - leads south to Gettysburg via US 15 and parallels the Susquehanna River northward to Williamsport; and
- US 22/322 - runs north from Harrisburg to Lewistown where it branches to either State College or Altoona.

Harrisburg residents, businesspersons and visitors connect with these major highways through the city's street network. Front Street, Second Street, Third Street, Seventh Street, Cameron Street, 13th Street and 17th Street are the city's primary north-south thoroughfares. Division Street, the Route 22 bypass, Herr Street, Forster Street, State Street, Market Street, Mulberry/Derry Street, Paxton Street and Sycamore Street are the main east-west routes. The following public parking areas help meet Harrisburg's heavy demand for parking:

- Fifth Street Garage - (Fifth & Market Streets) 856 spaces;
- Chestnut Street Garage - (Fourth and Chestnut Streets) 1088 spaces;
- Locust Street Garage - (214 Locust Street) 628 spaces;
- Walnut Street Garage - (215 Walnut Street) 1,032 spaces;
- Market Square - (Second and Chestnut Streets) 577 spaces;
- City Island Parking Lot - (on City Island) 900 surface spaces;
- City Island Parking Garage – 484 spaces;
- Mulberry Street Parking Lot - (Third & Mulberry Streets) 89 spaces;
- Fourth & Market Streets Parking Lot - 92 temporary spaces on a future development site;
- Forum Place (5th and Walnut Streets) 800 spaces;
- The River Street Garage – 900 parking spaces;

- On-street Metered Parking - 1,200 on-street metered parking spaces citywide, the majority of these are in the downtown, with additional parking meters in the midtown area and in the vicinity of the Polyclinic Medical Center.

Passenger rail, freight train, bus and airline service complement Harrisburg's roadway system. The city is on Amtrak's main east-west route and served by the renovated Harrisburg Transportation Center, which is on the National Register of Historic Places. The Harrisburg Redevelopment Authority oversaw this complicated redevelopment project, which led to coordinated bus service, new office space and restoration of an historic building as a public facility for public use. Private intercity bus service also operates from the Transportation Center.

Harrisburg has traditionally been a railroad hub. The region is bisected with freight lines ranging from abandoned tracks, such as the line over the Cumberland Valley Bridge, to heavily used rights of way. These include the following:

- Pittsburgh Line - Norfolk-Southern's main line from the east coast to Pittsburgh and Chicago; 50 to 60 trains daily;
- Harrisburg Line - Part of Norfolk-Southern's main corridor from the Phila./NY/NJ metro area to Pittsburgh and Chicago; 40 to 50 trains daily;
- Buffalo Line - Norfolk-Southern's main freight corridor from Washington and Baltimore to Buffalo and Canada; 10 trains daily;
- Shippensburg Secondary Track - stub end line between Enola and Carlisle;
- Lurgan Branch/Harrisburg Secondary Track - part of Norfolk-Southern's line from New York and Allentown into the south; 25 trains daily; and
- Enola Branch/York Secondary Track - a branch of a former through line to Baltimore; 10 to 12 trains daily.

Source: Transit Alternatives Study for Capital Area Transit, 1993.

While rail lines are extensive in the area, the rail industry does not seem to have a backlog of available surplus real estate. However, local rail officials appear open to considering the feasibility of other modes of transit sharing their existing rights of way and/or adaptive reuse of underutilized property. The Capital Area Transit (CAT) bus fleet serves Cumberland, Dauphin and Perry Counties with 24 regular routes that cover 145 miles. The system is currently centered at the city's Market Square bus transfer area.

The Harrisburg International Airport is located along the Susquehanna River on 1,100 acres, situated 6 miles south of Harrisburg in Lower Swatara Township. The airport, which is on the site of the former Olmstead Air Force Base, is Pennsylvania's third busiest, serving over 1.2 million passengers per year. The Capital City Airport, located ten minutes from the downtown in New Cumberland, complements Harrisburg International by primarily handling private airplanes.

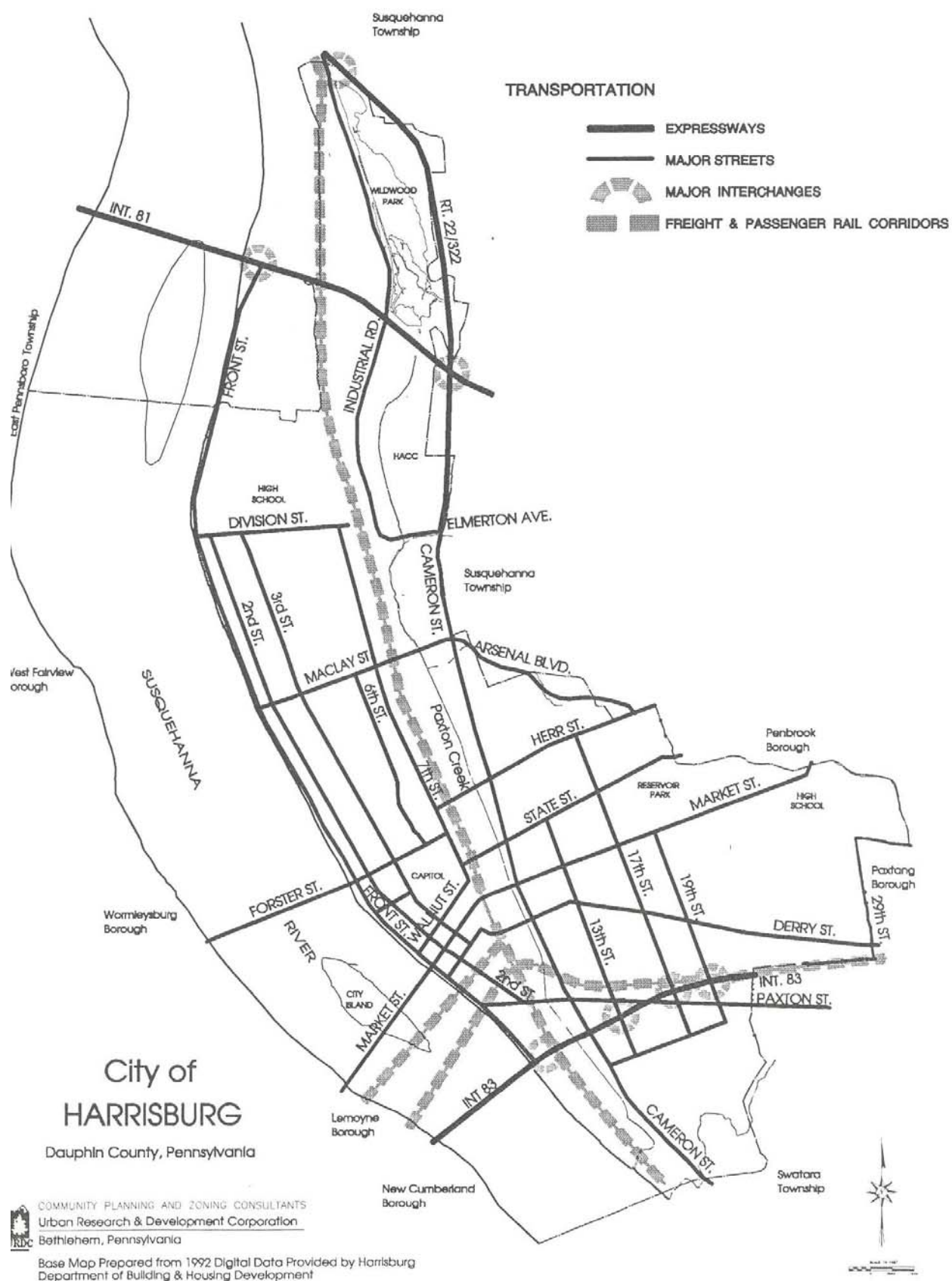
Despite all of its transportation resources, Harrisburg's transportation system has important problems that call for more closely coordinated regional land use and transportation planning:

- The region's already congested road network is projected to become more clogged in the immediate future (Traffic will more than triple on some regional roads by 2010) as suburban sprawl proliferates.
- There is a severe parking shortage in the downtown, which is continuing to worsen.
- CAT bus service does not fully meet current commuting needs, particularly the need to serve the region's strong reverse commuting pattern of city residents traveling to and from jobs in outlying areas. (CAT ridership dropped 28% between 1985 and 1992 and the rate of single occupancy vehicles increased).

Transportation Initiatives

The Harrisburg Area Transportation Study (HATS), the region's federally recognized Metropolitan Planning Organization and coordinating entity of federal transportation funding, is undertaking many planning and infrastructure initiatives. While some are to occur outside the Harrisburg city limits, they will impact city circulation and development. Following is a list of several of the major HATS approved projects (either in implementation or planning stage) that will affect land use in the city of Harrisburg.

- **Corridor One** - a proposed light rail connection between Mechanicsburg and Harrisburg that would use existing railroad rights-of-way with potential expansion to serve Lancaster and York and perhaps other communities in the Capital Region.
- **Seventh Street Widening/Northern Gateway** - the widening of Seventh Street from Reily to Maclay which will enhance traffic flow and allow for greater office and commercial development along the Seventh Street corridor as an extension of the Downtown. It will relieve traffic pressure on North 2nd Street and allow it to revert to a two-way residential boulevard.
- **Third Street Extension/Southern Gateway** – a similar effort to improve circulation and extend Downtown commercial and residential uses; this project will reintroduce the street grid to areas south of Chestnut Street and east of South Second Street. It could call for reworking the I-83 on and off ramps.
- **Division Street Bridge** – an assessment of the costs and benefits of extending Division Street east of North Seventh Street and connecting with the HACC campus.
- **I-83 Master Plan** – a long-range, multi-agency study of the improvements needed in Interstate 83 between the York split and the merge with Interstate 81; most significant impacts in the city could occur in the vicinity of the Second, Thirteenth, Seventeenth and Nineteenth Street interchanges.



LAND USE & DEVELOPMENT REGULATIONS

The Zoning Ordinance and the Subdivision and Land Development Ordinance (SALDO) are Harrisburg's two main land use and development regulations. The Zoning Ordinance addresses the use of land and buildings and the location, density and height of buildings. The city's historic district regulations are within its Zoning Ordinance. The SALDO addresses the creation of new lots, consolidation of old lots, certain building improvements and infrastructure improvements required as part of developments (such as streets and curbs). A municipality's zoning ordinance and its SALDO should be legal tools for implementing municipal land use policy.

Harrisburg adopted its zoning ordinance in 1950. The city has since amended many parts of the ordinance and added sections at many different times. Today, Harrisburg's zoning ordinance is difficult for the city staff to administer and is frequently confusing to prospective developers and other residents. For example, the Harrisburg Zoning Ordinance now has 29 standard zoning districts and 5 special "overlay" districts, an inordinate number even for a major city such as Harrisburg. The city's Law Bureau is now codifying the ordinance to organize its many amendments. The city is completing a comprehensive rewrite and reformat of the ordinance to make it more concise and easier to understand. The ordinance needs to include more modern zoning techniques and to better reflect the city's current land use visions and policies.

Zoning and Development Policy Initiatives

Harrisburg is revising its zoning ordinance as part of Phase II of the FORUM 2000 planning process. Phase I concentrated on identifying issues through extensive citizen participation. Phase II includes this Land Use Plan and a new zoning ordinance.

Harrisburg's zoning ordinance update is addressing the following major topics, among others:

- a new zoning map that conforms with the city's new land use plan;
- permitted densities by use and by district;
- reducing the number of zoning districts;
- non-conforming uses and zoning variances;
- maintaining single-family homes by prohibiting their conversion to multifamily or other uses;
- group housing and institutional uses;
- non-residential uses in residential areas;
- riverfront and downtown zoning issues;
- commercial development along Cameron Street;
- light industrial versus general industrial uses in different areas;
- adult uses;

- historic preservation districts;
- urban design standards;
- signs, parking and landscaping regulations;
- home occupations;
- floodplain regulations; and
- consistency with Harrisburg's subdivision and land development ordinance.

The city intends that the zoning ordinance update and subdivision and land development update will expedite the development approval process, encourage housing and economic development and better protect the city from zoning-based legal challenges. ❖

4. LAND USE CHALLENGES & OPPORTUNITIES

This section of the Land Use Plan is a "summary statement" about the challenges and opportunities facing Harrisburg as it enters the 21st Century. The "statement" covers selected characteristics, trends, problems, constraints, successes and assets under six major topics most relevant to Harrisburg's present and future land use and development:

- ❑ ROLE & IMAGE
- ❑ HOUSING & NEIGHBORHOODS
- ❑ RECREATIONAL, HISTORIC & URBAN DESIGN RESOURCES
- ❑ BUSINESS DEVELOPMENT
- ❑ CENTER CITY; AND
- ❑ REAL ESTATE RESOURCES

These topics enable us to view land uses in a more realistic and dynamic context of city preservation and development. They allow us to incorporate the many aspects of the city that are interrelated and that have impacts on current and future land use and development decisions and actions.

The words "Harrisburg" and "the city" in this section mean much more than "the City government of Harrisburg". They mean the City of Harrisburg as a whole -- a total combination of individuals, organized groups, public agencies, corporations and institutions that depend on Harrisburg.

The words "Harrisburg" and "the city" mean all the people and organizations that make individual and collective decisions about short-term and longer-term changes affecting the city. Harrisburg is everyone that uses it and benefits from it -- residents, business people, employees, customers, students, State legislators, tourists and many others.

ROLE & IMAGE

Harrisburg is vitally important to the region and the Commonwealth. Harrisburg's roles are far reaching. As Pennsylvania's capital, it is a modest-sized city with a high profile and many responsibilities. Harrisburg is an irreplaceable resource for the capital region and it directly affects the region's image. The city also has the responsibility to meet the wide-ranging needs of its residents, employees and visitors. Solutions depend on the pride and confidence engendered by a high self-image of Harrisburg by everyone living, working and visiting within the city.

State and National Perspective

Harrisburg is the capital of Pennsylvania, the nation's fifth most populous state. This city has the responsibility and opportunity to be a place of which Pennsylvanians can be very proud. Harrisburg deserves the attention, respect and support necessary to maintain and enhance its role and image as our capital.

Despite Harrisburg's many preservation and revitalization successes, it does not enjoy a universally positive image across the Commonwealth. Harrisburg has the same problems as most Pennsylvania cities. Many of these problems are magnified by this city's high profile and its role as the seat of State government.

Harrisburg has an excellent geographic location midway between Pennsylvania's largest cities of Philadelphia and Pittsburgh, and at the juncture of major highway and railroad systems of the Middle Atlantic Region.

Harrisburg has the opportunity to use its status as the State capital to become a role model and showcase for all Pennsylvania cities, and nationally. The Commonwealth of Pennsylvania has the opportunity to "capitalize" on its capital.

Regional Perspective

Harrisburg strongly influences and will continue to influence the capital area region. Positive or negative, the city's condition and image seriously impact the region. The city, suburbs and outlying areas are mutually dependent with each having an important role in making the region an out-standing place to live, work and play. Harrisburg is a unique, irreplaceable resource and a major investment that must be well-maintained and enhanced as the heart of the region.

New initiatives regarding such area-wide challenges as rail commuter transportation, airport expansion, solid waste disposal, open space preservation and growth management necessitate exceptional joint planning and the highest levels of cooperation for more equitable provision of public services among the region's municipalities.

Internal Perspective

Harrisburg is responsible for meeting a very wide variety of needs from the basics of shelter, health and safety to the highest demands for education, culture, recreation, arts and entertainment. The city consists of neighborhoods, employment centers, institutional areas and many others. It is a complicated set of stages and players with each having its own needs and priorities.

Harrisburg has many resources, but its greatest resource is its people. In many other cities of the 90's an attitude of caring, volunteerism, and community spirit is missing. Any feelings that one person cannot make a difference and that energies might be wasted can be overcome by positive attitudes toward the city,

by a strong belief in the future and by active participation in pursuit of Harrisburg's goals. Harrisburg's updated Land Use Plan, among other initiatives, will help accomplish these goals.

HOUSING & NEIGHBORHOODS

Harrisburg has a variety of housing types from apartments and row houses to large single houses. Neighborhoods vary greatly, from "transitional" areas to well-maintained and stable areas. Problems with housing conditions in certain areas continue despite aggressive housing rehabilitation and code enforcement programs. Harrisburg has more than its fair share of the region's low and moderate income residents. Better choice of housing, improved neighborhood conveniences, continued educational system advances, and more crime prevention are necessary to attract a more balanced mix of housing, age and income groups to the city's neighborhoods. Living in Harrisburg can offer the type of positive urban experience not found outside the city.

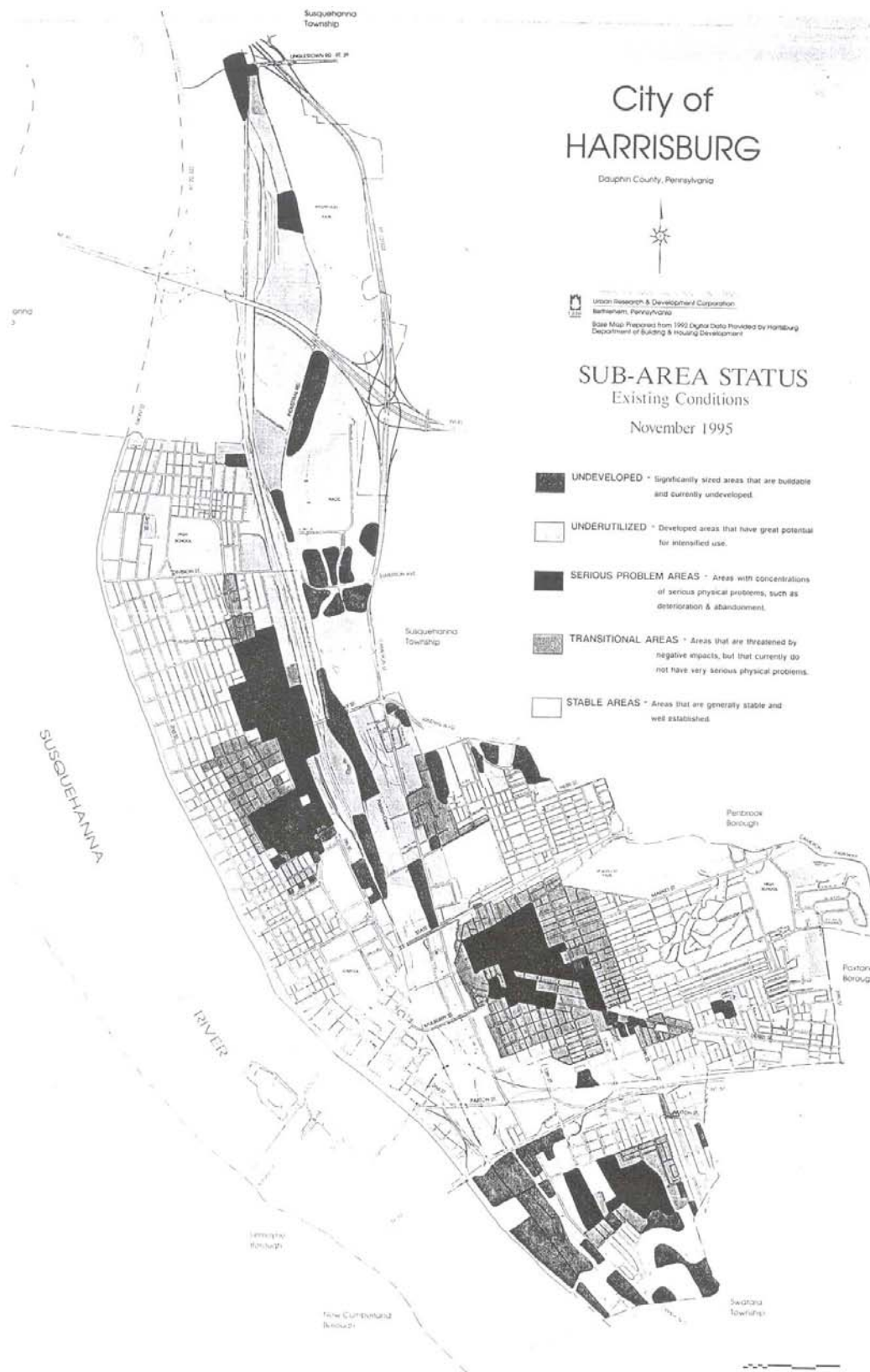
Resident and Housing Overview

Initiatives are necessary to ensure that Harrisburg's responsibility for meeting the needs of its lower income residents is shared by other municipalities in the Capital Region. The region should not continue its nearly exclusive dependence on Harrisburg to meet regional social service responsibilities.

Harrisburg also includes many middle and higher income residents in long-established neighborhoods, rehabilitated houses in stable and revitalizing areas, and new townhouses near Center City. The city government's highly aggressive housing acquisition and rehabilitation incentive programs have gone a long way in the achievement of upgraded housing and home ownership. Over 42% of the housing stock was owner-occupied in 1990. More private initiatives are needed to encourage housing investments by unsubsidized owners and households. Market rate housing creates a very positive balance of city resident types, housing types and neighborhood reinvestment prospects. An improved residential tax base will make Harrisburg more capable of sustaining high quality education and resident conveniences and services.

Housing Conditions and Improvements

Half of the city's housing units were built before 1940. Though the city's historic areas are a definite asset, age and neglect have taken their toll on many residential areas. Conversion of existing homes into increased numbers of apartments has created congested conditions in certain areas of the city. Absentee landlord disinterest and the abandonment of deteriorating and dilapidated houses have contributed greatly to poor housing conditions. Too many problem properties remain in the hands of speculators with little interest and/or resources to improve the properties.



Housing problems continue despite private owner efforts to rehabilitate individual housing units and the aggressive assistance programs of the city government. The positive trend toward private rehabilitation of individual houses and rehabilitation and adaptive residential reuse of larger buildings for multiple units should be encouraged.

Selective public investment in partnership with private purchasers or existing owners of houses in stable and actively recovering residential areas will continue to produce positive results. Entire neighborhoods can be revitalized through a comprehensive approach to planning and development--with sound housing retained and rehabilitated, and unsound housing replaced by new construction. Parcels in areas with a preponderance of unsound housing can be assembled, re-planned and made available for brand new in-town housing opportunities.

A major challenge is to carefully determine the selected areas for rehabilitation versus replacement and/or transition to non-residential use. Harrisburg has the opportunity to replace major pockets of housing blight rather than attempting to save relatively unsalvageable areas at any cost. In some areas, the clearance and rebuilding approach can offer new market-rate housing with modern interior layouts and features that are not commonly available at the current time within Harrisburg.

A key to housing and neighborhood stabilization, revitalization and new development of limited vacant space will be the enforcement of housing and fire code regulations and the enactment of zoning standards that will allow well-designed housing infill and set flexible development guidelines and standards for new developments.

Neighborhood Services

The retention and addition of urban housing is directly related to the availability and quality of community and neighborhood services. Schools, recreation, convenient shopping and personal services, public safety and other close-to-home opportunities set urban living apart from the suburbs.

Harrisburg is a city of neighborhoods. Residents' identity with the city is often determined by the area in which they live. Neighborhoods have changed over time and some struggle to retain their identity in a rapidly changing modern age.

City public schools suffer from a negative image. This problem must be more fully addressed to attract additional families and potential family starters to Harrisburg neighborhoods. Safety and security are equally troublesome issues which are being addressed by increased patrols. Harrisburg has the second highest ratio of police officers to population in the State.

Conveniently located and high quality schools, recreation, open spaces and shopping must be retained at the local neighborhood level if Harrisburg is to attract more housing investment.

Commercial areas in neighborhoods or along commercial strips no longer serve neighborhoods as in earlier times. Many of these commercial areas have evolved haphazardly without proper planning of traffic circulation and parking. Such local

business development also has a tendency to spread into adjacent areas without a clear definition of purpose and with a vast variety of business activities, many of which are far beyond the needs and scale of one or more area neighborhoods. There is a need to reformat and define neighborhood or "local" business areas and to see them as diverse neighborhood service centers offering convenience shopping, business services, personal services, medical services, and perhaps indoor recreation and social services.

The city should continue to strengthen viable old neighborhoods and create well-planned new ones with conveniently located services. Strong, identifiable and convenience-oriented neighborhoods can help maintain Harrisburg as a viable modest-sized city with many small town qualities. Progress in this regard will also help maintain the diversity of lifestyles and neighborhoods that now exist in Harrisburg.

RECREATIONAL, HISTORIC AND URBAN DESIGN RESOURCES

Harrisburg is blessed with a valuable natural and man-made setting expressed by such features as the Susquehanna River, the Capitol Complex and many historical and institutional buildings. This setting commands protection, appreciation and enjoyment. The city's extensive park system and aggressive historic preservation efforts can be accompanied by equally sensitive design concerns regarding open space preservation, retention of captivating views, enhancement of city entrances and attention to the safety and enjoyment of pedestrians.

Natural Open Space Features

The Susquehanna River is the city's most prominent and valuable natural asset. Its current passive and active recreational opportunities are vast, but shallow water depth and impediments to safe and easy river access limit the Susquehanna's recreational use potential.

The Susquehanna River is accompanied by river islands and by floodplains, natural drainage channels, steep slopes and woodlands which, if connected, can form open space corridors far beyond the River. The Capital Area Greenbelt promotes greenway systems, including many open spaces owned by Harrisburg, that stretch outside of the city. Systems through the city can be created by extensions of existing parks, natural open space features and trails linking to the Capital Greenbelt.

A proposed dam near City Island would create a much wider range of boating and other water-based recreational opportunities on the Susquehanna. A complex, lengthy approval process has delayed these opportunities.

Natural recreational resources must be preserved and enhanced for open space relief in existing built-up areas and new development sites and rebuilt neighborhoods need to include sufficient open space and recreation areas as an integral part of their plans.

Recreation

Harrisburg owns and operates a park system that offers great variety and choice in recreational opportunities for city residents and people from outside the city. City parks offer tremendous advantages for residents, with many opportunities close to home and a multitude of special places for sports, the arts, and entertainment. The operation, maintenance and renovation of such an extensive park and recreation system is a constant burden on city budgets, yet the opportunities the system provides gives the city distinct advantages for attracting new residents and for economic development through increased tourism.

Indoor public recreation is available mainly at school facilities and several semi-public facilities. Recreation programs are operated mainly by the city, with partnerships involving the School District. More indoor recreation programs and better facilities are needed for a variety of age groups. A greatly expanded partnership between the city and School District will help address these needs.

Historic and Unique Buildings and Places

Harrisburg is rich in history and in historic buildings. However, many historic buildings are not protected from demolition and improper alterations because three of the city's seven National Historic Districts are not also designated as Municipal Historic Districts. Rehabilitation cost and affordable housing implications of further designations need to be carefully considered. The removal of significant buildings for parking lots to serve other nearby buildings is a growing concern.

A major challenge is for Harrisburg to continue its serious approach to historic preservation while acknowledging the difference between old buildings and historic buildings. The cost of rehabilitation and the need for affordable in-town housing makes it important to determine the feasibility of rehabilitation and to weigh the choices between the limited rehabilitation of older housing and the construction of new housing designed for contemporary living. Another challenge is to discover opportunities for adaptive reuse of older and historic commercial, industrial and institutional buildings. (The McFarland Building apartments is a successful example of adaptive reuse in Harrisburg and a genuine asset to the city.)

A major opportunity exists for expanding Harrisburg's image as a showcase historic city; a classroom of Pennsylvania urban history that will fascinate preservationists and tourists visiting this region of Pennsylvania. This potential, when combined with Harrisburg's vast array of governmental and institutional buildings, can make architectural tours of the city on par with much larger cities of the Middle Atlantic States.

Aesthetics and Human Scale

Harrisburg is a city with many small town qualities and assets. It has many defined neighborhoods and sub-sections. It has a downtown with a strong urban fabric relatively uninfluenced by massive surface parking lots and extensive expressway systems. Harrisburg has the size and scale to be an even more comfortable, accommodating and attractive city than it is today.

More attention should be given to streetscape design with the pedestrian in mind. The center city area might be considered harsh due to limited plant materials that can "soften" the buildings and hard surfaces. Well-designed safe and attractive pedestrian paths connecting main center city locations to the Capitol Complex and to Riverfront Park would contribute significantly to the human scale and appeal of center city Harrisburg.

Neighborhoods can also assume a more human touch by focusing attention on key neighborhood activity areas of a commercial, social, educational and/or recreational nature. These areas would have the opportunity to create greater identity for both present and revitalized living areas. These concentrations could be designed to better accommodate vehicles and to encourage safe and pleasant human use.

The city's tremendous image and design resources are understated. They include outstanding city entrances, views to and from vantage points and many others. Most entrances to the city and to the Capitol Complex are now unexciting but have the potential for dramatic impact similar to that which State Street Bridge does already. Some views, such as those to the Capitol Dome have been lost, but many more can be preserved. Of course, while views strategic to community perception should be retained, other vistas (especially those already partly obscured by development) must be carefully considered in balance with the need to allow new development, particularly in the Downtown. (See Downtown discussion later within this section).

Harrisburg can benefit greatly by a heightened public awareness of the importance of urban design and by the more extensive use of design guidelines by developers of both governmental and private projects.

BUSINESS DEVELOPMENT

Limited land for new large-scale business and industrial complexes causes Harrisburg to concentrate on retaining and expanding existing firms, offering smaller sites, and replacing or reusing old commercial and industrial buildings. Harrisburg offers many advantages to new businesses including tax and financing incentives, affordable land, available labor and public transportation. The city also has an outstanding track record of promotion and entrepreneurship as a partner with business in the development of major projects. Harrisburg has the opportunity to continue its economic development thrust as the region's premiere comprehensive center of business which complements other economic development offerings of the Capital Region. The city and region can capitalize on Harrisburg's existing and potential status as the center of finance, hospitality, tourism and entertainment.

Business and Industrial Development

Harrisburg has a very competitive geographic location with excellent highway, rail and air transportation services for business and industrial development. Yet, these advantages also exist for other areas of the Capital Region and beyond. There is much competition for large firms and Harrisburg has limited land and relatively small sites available for new industrial development. Many of the sites and

buildings have been used previously by industry and have environmental concerns needing resolution.

The city has many advantages for the attraction of new business: tax and financing incentives, relatively low real estate prices, reasonable utility costs, labor availability at reasonable rates, and plentiful water and sewage capacity. Public transportation and professional police and fire protection are additional strong assets.

Harrisburg has an exceptional track record of performance as a stimulator, facilitator and developer/investor of strategic projects both public and in partnership with the private sector. The city's pro-active position on economic development is a tremendous advantage for assembling, packaging and promoting additional strategic projects, perhaps even with fewer risks than in the past. The Pennsylvania "Land Recycling Program" is making it possible to lift or minimize the liabilities previously associated with the adaptive reuse of old sites and buildings. Consideration should be given to reusing excess railroad land including creating new development sites and providing room for expansion of existing businesses adjacent to excess railroad rights-of-way.

Harrisburg has more land for business development than meets the eye. The challenge is to designate, assemble and promote it to targeted employers to which the available sites and buildings can be most attractive. Currently undeveloped larger prime sites must be zoned and protected to avoid premature development for uses with lesser economic benefits. Smaller pockets of lesser attractive land can be made more attractive for development or redevelopment by land assembly, removal of marginal buildings, site planning, site access, public service commitments and aggressive marketing.

The smaller but attractive sites should be promoted for development with uses that employ many people rather than low employee density uses. This will bring more job opportunities to the city per developed acre. Small sites and older buildings also offer opportunities as incubators for new business starts or for a consortium of small firms that can take advantage of cost savings from joint usage.

Commercial and Services Development

Harrisburg's business development achievements extend far beyond industrial investment and employment. The city's economic development has many other dimensions including the city as a financial center with a new 15-story insurance company building; the city as a commercial center with a proposed factory outlet/restaurant/ entertainment complex; the city as an arts and entertainment center with the proposed 130,000 square foot Whittaker Center for the Sciences and the Arts; and the already developed City Island sports and amusement complex.

Harrisburg is emerging as a hospitality center with one relatively new hotel and another rehabilitated hotel in the Downtown. This expanding hospitality and convention image stimulates opportunities for Harrisburg's potential as a strong visitor destination. Tourism to the city and area is on the upswing. The city's status as the State Capital and the existing and planned museums and sports, arts and entertainment offerings provide a strong basis for further tourism increases and their positive economic impacts.

The wide range of existing and new commercial and service projects bring people and spending power to Harrisburg, along with the relatively untapped market of State government employees. Although retail activities and nighttime use have been relatively inactive downtown, increased spending power through a greater menu of attractions and aggressive marketing and merchandising offer new life for downtown retailing and nightlife.

DOWNTOWN

Downtown Harrisburg is a "commerce center" serving many vital functions for the city and region. It is a government center, an employment center, a hospitality center, a center of arts and entertainment, a special residential area and a place where shopping and services complement and support these many functions.

Because the Downtown is a focal point for many activities, it naturally faces the challenges of congestion and conflict. It also harbors the opportunities for even greater progress, service and economic benefit because of its critical mass of activity and investment. Central Harrisburg is undergoing dramatic changes from a traditional small city downtown to a dynamic and thriving center of business, government and entertainment. The business strength, overall personality and physical attractiveness of Downtown Harrisburg is the gauge with which many residents and visitors measure our city, region and state.

A Multi-Purpose Regional Center

Harrisburg's central business district is the regional hub of a five-county area of nearly 600,000 people. The city's and private sector's belief in the virtue of central Harrisburg sparked a tremendous surge of development in the 1980's continuing into the 1990's. The multi-purpose nature of the Downtown and the significant growth in investment and employment resulted in numerous large parking structures, increased traffic congestion and the consumption of land to the point where space is now needed for expansion.

The need for more center city space demands that remaining space be carefully planned and used. Additional space may be obtained by the identification and planning of additional land on certain edges of the present center city, especially to the northeast and east.

The magnitude of State government employment and activities is both an asset and a challenge. The presence of State government makes it necessary to deal with the impacts and responsibilities of accommodating State government needs while large areas of Downtown are state-owned tax exempt land which produces insufficient revenues to offset the cost of public improvements and services. More joint planning between the Commonwealth and the city and the sharing of public improvement costs for such items as parking, streets, public transit and commuter rail transportation are necessary. Harrisburg's Downtown is a one-of-a-kind place--a unique economic, social and cultural resource that should not be taken for granted.

An Employment Center

Offices are the heart and soul of Harrisburg's Downtown. The Commonwealth of Pennsylvania and related agencies alone employ over 20,000 people here. Banks, insurance companies and other financial institutions add significantly to office use. Although some new office buildings have developed to meet growing demands, limited Downtown space and unavailability of property at "the right price" threatens the area's potential for keeping existing offices and attracting more. The continued success of Downtown depends upon concentration of office uses here rather than at new office complexes on the city's edge or in the suburbs.

As an employment center, Harrisburg's Downtown is the daytime "home" of a vast array of employees from office workers to shopkeepers to hotel and restaurant service personnel. This "home away from home" can be a place where employees circulate easily and safely in an attractive setting. Downtown needs a more appealing setting for employees and visitors to move from place to place--from parking garage to office, from office to store, from office to office, from place of employment to the riverfront and from everywhere to and from the Capitol Complex and other government buildings. Exceptional planning and design can make Downtown an even more memorable home away from home for employees, shoppers and tourists.

An Entertainment, Shopping and Services Place

Although retail businesses have been adversely affected by suburban shopping centers and mass merchandising, Downtown has maintained a generally healthy retail business climate. More specialty and higher end shopping has replaced general merchandise stores. The potential for more specialty shopping will increase as arts, entertainment and tourist activities expand. Specialized shopping buildings or high quality outlet places may provide a wider range of shopping choice, especially for employees and in-city shoppers of more modest incomes.

Retail and service businesses, in general, have not marketed aggressively to State government employees and many others in Downtown. A pro-active marketing effort driven by retailer confidence and creativity may bring retail and business service activities a larger share of the Downtown total economy.

Many Downtown shops and restaurants close in the evenings. Efforts to keep employees in town longer after hours for shopping and entertainment, or bring them back on evenings or weekends could stimulate more business. The arts center and other cultural opportunities could combine with sports events and nightspots to give employees from Downtown a reason to stay and more reasons for residents throughout the region to come. The many offerings of Downtown can be aggressively packaged and promoted.

Areas adjacent to Downtown, such as the Midtown District, among others, have received recent attention for market rate housing, primarily for young working couples, singles and small families preferring the conveniences of Downtown. Many work in the area and are associated with State government and professions, businesses and activities related to State government. Additional housing in or

adjacent to Downtown could cater even more to the small household market, even with greater amenities than previously provided. More residents of this type will help make Downtown more of a 24-hour place with a growing built-in market for Downtown goods and services.

REAL ESTATE RESOURCES

Harrisburg's unusually high percent of tax exempt real estate limits the tax revenues necessary to maintain and improve required public facilities and services. This condition cannot continue if Harrisburg is to be a proud State Capital and the single most visible and most positive place in the Capital Region. The negative impacts of tax exempt properties can be lessened and tax revenues can increase. Additional efforts are necessary by public, private and joint partnerships to turn tax exempt properties into tax ratables, to revitalize declining and underdeveloped areas, and to make the best use of limited remaining vacant land and buildings. Harrisburg has more places for new investment and development than are apparent. Much of the city's future depends on the public and private sector's ability to discover, package and promote new development in a place with little vacant land but many opportunities.

Overcoming Limited New Real Estate Resources

Forty-seven percent of Harrisburg's land is tax exempt and the city has only small amounts of vacant land for growth. These conditions place very severe limits on current and future tax revenues to sustain city services. Large areas of public and subsidized low and moderate income housing and high demands for city services compound the problem.

The city's severe tax revenue constraints have stimulated a strong and aggressive attitude toward private, tax-producing development. The completion of many private sector real estate projects has helped enormously in countering the problem, but it is not enough. The challenge is to continue an aggressive attitude and the incentives for private real estate investment, and to be even more creative in these initiatives.

The city has to make the best use of precious remaining land. This means careful planning to direct the development of this land for the most desirable uses from both a land use and a tax revenue perspective. Additional opportunities should be pursued to convince tax exempt entities with surplus land and taxable entities with underutilized and undervalued land to make these properties available for higher and better uses. Swapping land to form more viable development sites can create even more opportunities.

The city zoning ordinance is outdated and sometimes impedes the best and most creative use and development of vacant and underdeveloped areas. Many standards are outdated, many contemporary uses are undefined, multiple uses of properties are

difficult and flexible placement of buildings, parking and screening inhibits creative site planning and design.

The zoning ordinance and other development regulations can apply many standards and safeguards against improper land use and development while allowing the flexibility needed to make sites and buildings more useful through performance-oriented zoning.

Recovering Real Estate Resources

A few areas of the city have passed the point of no return. Further attempts to salvage them without large-scale change can be wasteful and counterproductive. Conditions of uncertain or irresponsible ownership, environmental problems, structural failure, and social degradation may be overwhelming and solutions are very complicated or impossible in these areas.

Recovery areas can be replanned and redeveloped by saving and rehabilitating the best structures (if possible), by taking advantage of remaining property reuse potential and by concentrating public services to support large-scale revitalization.

Real estate resource recovery requires the vision to plan for reuse, the patience to wait until properties are assembled and banked for logical resale and development, and the wherewithal to assemble financing which is tolerant of risk. Public and private joint ventures are often required for large-scale real estate recovery developments.

Packaging and Promoting

The city government; related non-profit development corporations; chambers of commerce; regional economic development entities and realtors, bankers, design professionals and developers have been active in promoting Harrisburg real estate investment and development opportunities. The city government and related non-profit development efforts alone offer among the widest range of incentives possible.

Past efforts have brought forth many needed and successful private real estate ventures, but more investors and developers, both large and small, must be convinced that the city of Harrisburg is a good short-term and longer-term investment, and that their investment is protected and shared by many others. The people of Harrisburg, the Capital Region and more distant places have the opportunity to create an unprecedented positive attitude and level of private sector investment in the city's residential and commercial real estate.

Packaging of properties by assembling multiple parcels and by creative financing will make it easier to gain the attention of the most successful developer/investors. These people have a multitude of choices elsewhere for investment and they tend to assess and decide quickly on the feasibility and timing of their projects.



VISION & GOAL STATEMENT

Harrisburg must continue its promotion of the city's advantages as a place to invest in real estate. Relatively low prices, many conveniences and services, an increasingly aggressive local governmental and private sector partnership atmosphere, and a contagious cooperative spirit help make Harrisburg real estate some of the best values in its region. Packaging and marketing major target development projects is paramount to more successful real estate development in Harrisburg. More major projects will create overall confidence in local real estate investment and they will stimulate many smaller investments. ❖

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5. PRESCRIBED LAND USE INITIATIVES

OVERVIEW

The Land Use Initiatives are priority actions based upon a synthesis of preceding discussion of Challenges and Opportunities (section 4 of this report) and the city's Land Use Policies (section 2). These actions are organized under eight categories which are not listed in any priority order:

- ❑ *CONTINUING PLANNING & COOPERATION*
- ❑ *DEVELOPMENT GUIDELINES, REGULATIONS & ADMINISTRATION*
- ❑ *IMAGE ENHANCEMENT & PROMOTION*
- ❑ *TAX BASE & REVENUE ENHANCEMENT*
- ❑ *HOUSING & NEIGHBORHOOD DEVELOPMENT*
- ❑ *LAND USE & TRANSPORTATION COORDINATION*
- ❑ *PUBLIC IMPROVEMENT TARGETING*
- ❑ *STRATEGIC PROJECT PROMOTION*

These categories and actions will change over time due to experiences, accomplishments and new priorities.

This initial set of actions is the beginning of a land use plan implementation process designed for early achievement of land use goals, concepts and policies. Many of the actions focus on the updating and preparation of more detailed plans, guidelines and regulations intended to provide guidance and incentives for better decisions, community improvements and private investment. Other actions promote common goals and strong alliances among local governments, governmental agencies and non-profit organizations. Some of the most critical actions deal with the all important mission of continuing and strengthening Harrisburg's emphasis on private property ownership and real estate development.

Although this list of Land Use Initiatives could be much larger, it is imperative to begin with a list that is of manageable size and scope. These actions are ones that address most of the major land use issues and priorities in some manner, but with relatively small new expenditures of city funds. The actions attempt to improve the effectiveness and efficiency of present city land use and development efforts, and

they are designed to leverage minimum public expenditures into major private investments.

I. CONTINUING PLANNING & COOPERATION

- A. Prepare a Land Use Plan summary brochure for public distribution and use.
- B. Incorporate Land Use Plan analysis and plan maps into the City's GIS mapping and information system for continuing use and updating.
- C. Develop other components of the Citywide Comprehensive Plan including transportation, urban design and others.
- D. Coordinate planning efforts with Harristown Development Corporation's projects as an integral part of the City's comprehensive plan implementation within the Capital Center.
- E. Encourage and support neighborhood preparation of local plans and development action programs.
- F. Establish a Capital City Planning, Design and Development Committee as a joint planning and implementation venture between the City and the State government to focus on respective needs, issues and solutions.
- G. Urge State government to make Downtown Harrisburg and the "Capital Center" the highest priority when planning State facility expansions, relocations, parking and other design and construction activities.
- H. Hold regularly scheduled joint workshops among elected officials and community leaders regarding city, county and regional challenges, opportunities and solutions.

II. DEVELOPMENT GUIDELINES, REGULATIONS & ADMINISTRATION

- A. Adopt a new zoning ordinance and make revisions to the Subdivision & Land Development Ordinance to encourage and facilitate desired development activity.
- B. Prepare and distribute a summary brochure or handbook of zoning and other development regulations and the process and procedures for submission, review and approval.
- C. Prepare an Urban Design Guidebook to describe and graphically illustrate desired gateway, streetscape, directional signage, pedestrian environment and site and building design features for use by owners and developers.
- D. Incorporate the new zoning map into the City's GIS computer mapping and information system for easy access and updating.

- E. Continue and increase the enforcement of regulations intended to upgrade abandoned and neglected properties, and to make them available to more responsible owners.
- F. Require the renewal of home occupation permits every three years to ensure that the previously approved use has not become illegal.

III. IMAGE ENHANCEMENT & PROMOTION

- A. Form a citizens action group to prepare an aggressive program to promote Harrisburg city life and residency, and to combat negative images and misconceptions about Harrisburg.
- B. Undertake an urban design plan for a selected entry corridor as a model for enhancing the City's visual appeal, based on an Urban Design Guidebook.
- C. Support a collaborative effort among colleges and universities as a single force to expand and promote Harrisburg as a comprehensive, progressive and vital center of higher education.
- D. Continue to support the improvement of the facilities, educational quality and image of the Harrisburg School District including neighborhood schools.
- E. Assist the Downtown Improvement District Authority in promoting its services.

IV. TAX BASE AND REVENUE ENHANCEMENT

- A. Document and evaluate the location, status, use opportunities and development potential of tax exempt properties.
- B. Identify vacant and underutilized land and buildings, formulate ideas for expansion, reuse and new development on these sites and make select sites ready for occupancy.
- C. Form an action group of real estate, finance and development professionals to promote private investment in available tax exempt properties and in vacant and underutilized sites and buildings.
- D. Encourage the Downtown Improvement District Authority to fund additional Downtown improvements and services.
- E. Consider charging fees for selected city services currently provided at no charge to users not residing in the city.

V. HOUSING & NEIGHBORHOOD DEVELOPMENT

- A. Concentrate limited City funds of existing and new programs where public investment will create a highly visible "critical mass" of physical change and/or an incentive for more private investment in the same or immediate area.
- B. Support neighborhood "education/recreation centers" at a carefully selected school or other community facility sites.
- C. Plan and implement a "neighborhood service center" project as a demonstration project.
- D. Bolster a city residency campaign with emphasis on the advantages and needs of Downtown housing and traditional city neighborhoods.
- E. Continue and increase efforts of community organizations to work with people to improve their credit ratings and to work with financial institutions to reduce equity requirements and closing costs.
- F. Prepare a Neighborhood Planning Organization and Development Guidebook for use by community leaders, neighborhood groups, non-profit corporations and private owners and entrepreneurs.
- G. Reevaluate "fair share" housing requirements, illegal suburban zoning practices and other subsidized housing related policies regarding the roles and responsibilities of all municipalities and relevant agencies in Dauphin County and the region.
- H. Create and promote development incentives for and aggressively recruit developers of market rate (and above market rate) housing.

VI. LAND USE & TRANSPORTATION COORDINATION

- A. Prepare a North Front/North Second /North Third Street corridor traffic analysis and plan to facilitate traffic movement with less adverse impact on the present residential areas.
- B. Prepare a specific area Plan addressing access and traffic improvement, preferred land uses and economic development opportunities for the Northern Gateway (Seventh Street) and Southern Gateway (below Downtown).
- C. Continue to implement the planned Capital Area Transit bus system and satellite parking/shuttle improvements. Support longer-term transportation solutions such as the regional light rail system currently being considered.

VII. PUBLIC IMPROVEMENTS TARGETING

- A. Conduct an inventory of capital improvement needs, develop a system for determining public improvement priorities and prepare and update a five-year capital improvements program and budget.
- B. Concentrate public improvements in areas where such improvements will stimulate or complement high priority public and private rehabilitation or development projects.
- C. Create a public improvement loan fund with favorable terms to developers and investors for their participation with the City in replacing obsolete utility systems, upgrading street access and providing recreation and other public facilities and services to new and rehabilitated in-city development.
- D. Prepare a catalog of desirable, select public improvements to attract private contributions for such improvements.
- E. Seek increased State participation in the improvement of State highways and bridges in the City.
- F. Transfer maintenance responsibility of the Paxtang and Cameron Parkway portions of the Capital Greenbelt to Dauphin County or municipalities where sections of the Greenway are located. Establish permanent legal guarantees to make sure the lands are preserved.

VIII. STRATEGIC PROJECT PROMOTION

- A. Continue to promote and support ongoing projects such as the Whitaker Center for the Arts & Sciences, Paxton Commons and the Midtown/Broad Street Market area, the hydroelectric dam and expanded river recreational uses.
- B. Encourage the development of new projects such as a convention center /civic arena, simulator theater and multiplex cinema within Center City and immediately adjacent areas.
- C. Promote the redevelopment, expansion or new development of themed areas such as a home improvement and household products sales/showroom/distribution /service complex along North Cameron Street and the largest regional vehicle sales/service/special treatment complex at Paxton and South Cameron.
- D. Explore new cultural and tourist.

These initiatives are the responsibility of many action agents working independently and in partnerships to focus limited resources on high priority projects. Not all actions can be taken and completed concurrently and not all will be able to garner the public and/or private funding necessary for their achievement. An Action Program should be prepared, and updated at least annually, to identify the specific tasks, priorities, responsibilities, costs, funding sources and schedules for at least the highest priority actions. Periodic evaluations of progress should include status reports, identification of impediments to progress and adjustments necessary to ensure completion.❖